Ontario

Ministry of the
Solicitor
General

Strategic Planning
Committee on Police
Training and Education

A POLICE LEARNING SYSTEM FOR ONTARIO:

Final Report and Recommendations

SEPTEMBER 1992

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Toronto, Ontario M7A 1Y6

Cover Acknowledgement

Appreciation is extended to both the Peel Regional Police Force for their participation in the cover photo and to Brian Hicks of the Metropolitan Toronto Police Force for the use of his photo on the cover of this Final Report.

Ontario

Ministry of the Solicitor General
Strategic Planning Committee on Police Training and Education

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August 31, 1992

Mr. Donald A. Obonsawin
Deputy Solicitor General
Ministry of the Solicitor General
11th Floor, 25 Grosvenor Street
Toronto, Ontario M7A 1Y6

Dear Mr. Obonsawin:

Pursuant to our appointment by the Ministry and in response to our Mission and Mandate, we are pleased to enclose herein the Final Report and Recommendations of the Strategic Planning Committee on Police Training and Education.

Yours sincerely,

D. Scott Campbell
Chairman

Diane Abbey-Livingston
Diane Abbey-Livingston

Vasco L. Cabral
Vasco Cabral

Charles Cornelius
Charles Cornelius

Larry Godfree

Ruth Lovell

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Ontario

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Committee on Police
Training and Education

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August 31, 1992

Mr. Donald A. Obonsawin
Deputy Solicitor General

Dear Mr. Obonsawin:

Enclosed please find the Final Report of the Strategic Planning Committee on Police Training and Education. On behalf of all Committee members, I urge you to address the recommendations in this Report as soon as possible.

The recommendations are, as you requested, the result of a consensus-based approach to decision-making. Committee consensus has been reached based on the premise that the Final Report will be presented to the Minister as an integrated package of recommendations. The Committee feels strongly that the whole plan is greater than the sum of its individual parts; it is an integrated approach to the development and implementation of a Police Learning System for Ontario. We believe that substantive change to policing and to police/community relations is possible through the creation of an integrated Police Learning System. While not the only component, we feel it is a critical element of the Ministry's strategy for addressing the challenges of policing in the decade ahead.

I look forward to working with you and others as we seek the Minister's and the Government's approval for this plan. I want to end this letter by thanking you for giving me the opportunity to chair this committee. It has been both challenging and rewarding.

I would also like to thank you for your support throughout the development of this plan. Here's to good health and good humour.

Yours truly,

D. Scott Campbell
Chair

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MEMBERS OF THE STRATEGIC PLANNING COMMITTEE

1. **Mrs. Ruth Lovell** representing the Ontario Association of Police Services Boards. **Mr. John Whiteside** up to October 4, 1991.
2. **Chief Trevor McCagherty** representing the Ontario Association of Chiefs of Police.
3. **Staff Sergeant Bob Morrison** representing the Police Association of Ontario.
4. **Mr. Charles Cornelius** representing the First Nations Police Commission.
5. **Chief Superintendent Gary Wood** representing the Ontario Provincial Police. **Chief Superintendent Gerry Boose** up to July 25, 1991.
6. **Staff Superintendent Grant Waddell** representing the Metropolitan Toronto Police Service.
7. **Mr. Bill Summers** representing the Ontario Ministry of Colleges and Universities.
8. **Professor Ron Melchers,** Department of Criminology, University of Ottawa. **Professor Ross Hastings** up to January 9, 1992.
9. **Mr. Vasco Cabral,** President, Multicultural Coalition for Access to Family Services, Toronto, Ontario.
10. **Ms. Diane Abbey-Livingston**, Diane Abbey-Livingston and Associates Inc., Toronto, Ontario.
11. **Mr. Larry Godfree**, Director, Ontario Police College, Ministry of the Solicitor General.
12. **Ms. Christine Silverberg,** Director, Police Support Programs Branch, Ministry of the Solicitor General to September 14, 1992; Deputy Chief, Hamilton-Wentworth Police Service, from September 14, 1992.
13. **Mr. Dan McIntyre,** Assistant Deputy Minister, Corporate Policy and Issues Management Division, Ministry of the Solicitor General. (Formerly the Director of the Race Relations and Policing Unit, until February 24, 1992.)
14. **Mr. D. Scott Campbell,** Senior Advisor, Special Assignments, Office of the Deputy Solicitor General (Chair).

STAFF OF THE STRATEGIC PLANNING COMMITTEE

Ms. Ingrid Richter, Executive Coordinator, Research and Analysis to January 6, 1992, and Research Associate from January 6, 1992 to February 21, 1992.

Ms. Noreen Alleyne, Research Associate from October 6, 1991 to January 6, 1992, and Executive Coordinator, Research and Analysis from January 6, 1992.

Mr. John Collins, Chief Financial and Administrative Officer.

Acting Superintendent Ron Stinson, Metropolitan Toronto Police, Coordinator, Research and Analysis to January 31, 1992.

Superintendent Bob Eamer, Ontario Provincial Police, Coordinator, Research and Analysis to March 31, 1992.

Mr. Tim Shannon, Ontario Police College, Coordinator, Research and Analysis to June 30, 1992.

Staff Sergeant Rick Morrison, Ontario Provincial Police, Coordinator, Research and Analysis.

Sergeant Dave Harlock, Metropolitan Toronto Police, Coordinator, Research and Analysis from February 17, 1992 to July 24, 1992.

Ms. Debbie Edwards-McGuire, Administrative Assistant to April 6, 1992 and Clerical Assistant from April 6, 1992.

Ms. Lesley Barclay, Clerical Assistant to March 31, 1992.

Ms. Aileen Morris, Administrative Assistant from April 6, 1992.

In addition to the aforementioned permanent staff, the Committee also received support from the following persons who were seconded to work with the Committee on special assignments. These persons included **Inspector Paul Shrive,** Ontario Provincial Police; **Sergeant John McKay,** Nepean Police; **Sergeant Dave Farrar,** Ontario Provincial Police; **Detective Tom Cameron,** Durham Regional Police; and **Sergeant Darren Smith,** Metropolitan Toronto Police.

ACKNOWLEDGEMENTS

The preparation of this Final Report and the associated research and background reports on a Police Learning System for Ontario has involved a significant number of individuals and organizations. Although they are too numerous to identify individually, I would like to recognize the involvement of key contributors.

The Members of the Committee were an extremely dedicated and talented group of people, all of whom were and are committed to enhancing the quality of police training and policing in Ontario. Each individual had his or her own perspective, and their contributions were extremely valuable to the preparation of this Final Report. We learned together and we developed this plan together. The consensus approach to decision-making required that Committee Members remain open to each other's views and concerns; this willingness to hear new ideas and understand each other's concerns was maintained throughout. Finally, the Members were patient with the process and with the Chair.

The excellent work of the Committee Staff has already been acknowledged on several occasions by all Committee Members. They ensured that the Members received quality information in a timely and professional fashion. Although the process was extremely challenging, they were always up to the challenge. The Staff's rich mixture of backgrounds in policing, human resources management, adult learning, financial analysis, and information technology provided a valuable resource for myself and the Committee. Their professionalism, commitment, and hard work were always appreciated. While the recommendations contained in this Final Report were agreed to at the Committee, the Report was, for the most part, written by the Staff.

I would like to identify the unique contribution of two key Staff members. Ingrid Richter was responsible for research during the first year of the Committee's deliberations. She was instrumental in shifting the focus of the Committee's work from reviewing and making recommendations on a police training system to looking beyond training to police learning. This "paradigm shift", outlined in Chapter 8 of this Final Report, was instrumental in the development of our recommendations. Noreen Alleyne took over from Ingrid in January of this year. It was extremely difficult to come into this project in the middle of our deliberations, but she more than met the challenge. Noreen's professionalism, managerial experience, extensive knowledge of adult learning, excellent writing skills, and attention to detail made my job much easier.

The police services throughout the province played a significant role in the development of this plan. Police involvement included the chairperson and members of

local police services boards, chiefs of police, and senior managers, as well as other police managers, front-line officers, and civilian staff. A significant number of these people participated in one-on-one interviews, others were involved in focus group sessions, still others helped prepare the strategic learning requirements outlined in this Final Report. All of them gave freely of their time and it is my hope that they will see their contribution reflected in some way in this Final Report.

The academic community, particularly the faculty members from the Ontario Institute for Studies in Education and from the Department of Criminology, University of Ottawa, provided valuable insights and advice. Also, the faculty and members of the six colleges of applied arts and technology as well as the four universities visited by staff, during the consultation process with the post-secondary institution sector, supplied additional support and advice. Similarly, the training, education, and development community in the Ontario public service, in the private sector, and in the police community (including the Canadian Police College, the Ontario Police College, Charles O. Bick College, and the Ontario Provincial Police Academy), provided valuable insights and advice.

I would also like to recognize the generosity of members of police services outside Ontario who gave their time and assisted the Committee by allowing us to learn from their experiences.

I would like acknowledge the contribution of staff resources made by the Metropolitan Toronto Police, the Ontario Provincial Police, the Ontario Police College, Durham Regional Police, and Nepean Police. In this time of expenditure constraint, the level of resource commitment to this project is gratefully appreciated.

Finally, these acknowledgements would not be complete without identifying four individuals. Professor Nancy Dixon of George Washington University agreed to let us use her systems approach to implementing organizational learning as a model for introducing this concept into policing in Ontario. Mr. Jim Young, who edited this document, and Hélène Barbe, who provided technical production support, worked very hard to meet tight time-lines. I think the document's clarity and flow speaks for itself. Finally, Professor Ron Melchers was extremely helpful in the final production of this Final Report and worked with Jim Young throughout the final editing and review process.

EXECUTIVE SUMMARY

Preamble

This Final Report of the Strategic Planning Committee on Police Training and Education (the Committee) is presented in two parts.

The first part provides background information on the history and current practice of policing in Ontario, both past and present. It gives an overview of current human resources development practices in police organizations both in Canada and abroad, as well as in private- and public-sector environments such as the public service, selected professions, and large private corporations. It then examines those socio-economic factors that are likely to have the greatest impact on the delivery of police services and, ultimately, on the training and education of police personnel in the next decade.

The second part focuses on the Committee's proposed Police Learning System, beginning with an explanation of its philosophical underpinnings. Strategic learning requirements for some key police occupational categories are identified. Finally, it describes in detail the proposed system and its governance, enumerates the costs of the proposed system, and suggests a strategy for financing these costs.

The two parts of this Final Report are further subdivided into eight sections — A to H — and into 20 chapters. Specific Committee recommendations are placed at the end of relevant chapters; a complete list of the recommendations is found in Appendix I. A summary of the Final Report's highlights follows.

Introduction

The Introduction explains the Committee's purpose, and discusses its origin and composition. It outlines the various stages of the planning process, stressing the Committee's reliance on research and consultation with police stakeholders and the wider community as key principles guiding the design of the proposed Ontario Police Learning System.

PART ONE CURRENT ISSUES, FUTURE TRENDS

Section A: The People and Systems

Chapter 1 traces the early beginnings of policing in Ontario, beginning with the 1600's when law enforcement was first structured after the system operating in England. It explains the responsibilities and respective jurisdictions of the three types of police organizations currently operating in Ontario: the Royal Canadian Mounted Police (RCMP), a federal institution; the Ontario Provincial Police (OPP), a provincial body; and municipal police forces, of which the largest is the Metropolitan Toronto Police Force (MTPF).

Chapter 2 describes Ontario's current police training system, outlining the roles of the two primary police training facilities: the Canadian Police College operated by the federal government, and the Ontario Police College (OPC) operated by the provincial government through the Ministry of the Solicitor General. It explains the different levels of OPC-provided training for all Ontario police organizations. It further discusses the role of the training facilities of the two largest forces: the Charles O. Bick College operated by the MTPF and the OPP's Provincial Police Academy.

Section B: The Larger Context

Chapter 3 summarizes the Committee's research on police learning systems in other jurisdictions. It notes that, internationally, recruitment is favouring older and more educated recruits with some post-secondary education even when this is not required in the legislation. The worldwide tendency is to integrate the Police Learning System into the post-secondary education infrastructure. Police organizations are also integrating in-service training into career development systems. Although the senior echelons seem to be less well served than the junior ranks, many police services offer inducements – such as reimbursement of tuition fees – to encourage officers to upgrade their formal education on their own time. European jurisdictions generally favour direct entry into senior ranks.

Chapter 4 looks at learning systems in other sectors. Human resources development practices in the private and public sectors, and in the nursing and teaching professions, are reviewed. It highlights the shift toward learner-centred delivery modes and the use of self-directed approaches which rely on technologically mediated instruction. The current emphasis on teamwork and simulated exercises is noted. The chapter further describes the emphasis on, and approaches to, organizational learning observed in the private sector.

Section C: Future Challenges

Chapter 5 paints a picture of Ontario's changing society and policing issues in the decade ahead. It identifies the anticipated main socio-economic changes and their likely impact on the delivery of police services to the community. These factors include: changing demographics, a shift to community policing, the demand for greater accountability on the part of police officers and police organizations, and the increased use of technology both as an operational tool for police and as a means of committing crimes. It suggests appropriate responses to these environmental changes, and points to the role of training in implementing these responses.

Chapter 6 deals with organizational as opposed to individual responses to these same issues, in other words, systemic learning requirements for future policing issues. These learning requirements are classified under four main headings: organizational development, community consultation, co-ordination, and communication. It suggests that a successful response to societal changes will depend on the ability of organizations to restructure and improve their internal management systems. Police organizations must treat the community as an active agent and partner in promoting security. Greater co-ordination between police and social service agencies will result in a more effective and economical use of both types of agencies. Enhanced communication strategies and systems will ensure greater cohesion in operational activities and promote organizational learning.

Chapter 7 summarizes research commissioned by the Committee to investigate and report on the relationship between post-secondary education and strategic learning requirements. It traces the experience of the nursing, teaching, and accounting professions which chose to upgrade their formal education entry requirements. The research notes that attitudinal benefits such as flexibility, tolerance, and an ability to work autonomously are associated with the recipients of higher education. However, it cautions that higher educational, although beneficial, is not a highly significant factor in improving the performance of front-line officers. In the case of policing, it concludes that the justification of educational upgrading should not be linked to the performance of traditionally defined policing roles and functions, but rather, the emphasis should be on what these roles and functions are expected to become in the near future.

PART TWO A CONCEPTUAL FRAMEWORK AND A STRATEGIC ROADMAP

Section D: The Conceptual Framework and Foundations

Chapter 8 outlines the approach taken by the Committee in designing the learning system proposed in this Final Report. It stresses the need for a dynamic system which can readily respond to rapid changes in the environment, and promotes a holistic system which emphasizes learning at both the individual and the system level. Individual learning will occur via training, education, and development initiatives; and greater organizational efficiency will be achieved by implementing processes to facilitate organizational learning or learning at the system level.

Chapter 9 sets out the mission statement for the future Police Learning System in Ontario as conceived by the Committee. It provides a definition of what constitutes the learning system, and presents a detailed explanation of the thinking behind the mission statement. The proposed mission emphasizes both the learners and the ultimate goal, which is quality service to the community.

Chapter 10 describes the eight key principles: the foundation for change in the system. These principles represent the core values that the learning system will uphold and they also govern how the system will be managed.

Section E: Specific Learning Requirements

Chapter 11 provides definitions of the strategic learning requirements for four police occupations: constable, patrol sergeant, middle manager, and senior manager. The skills that will make the greatest difference in the future are the "soft" skills, such as communication and interpersonal skills, which facilitate or enhance human interaction. This trend is seen as consistent with the shift in organizational culture promoted by the *Police Services Act* (1990); the Act envisages policing as more of a "service" than a "force". Overall, the strategic learning requirements emphasize leadership over management as well as the empowerment of front-line officers.

Chapter 12 defines the strategic learning requirements for police educators. It underscores the need for helping expert police professionals to acquire a knowledge of adult learning theories and facilitation skills so that they can become skilled police educators. Police educators will display greater concern for improved performance of learners on the job and have an impact at the organizational level, as manifested in the quality of police services to the community. Less emphasis will be placed on testing for the retention of facts at the individual level. The work of police educators is expected to move from instructor-centred delivery modes to learner-centred styles.

Chapter 13 outlines processes for ensuring learning requirements are current and appropriate. It stresses the importance of job analysis to the human resource development and management functions. Job analysis is a key component of a holistic system because it relates occupational tasks to performance and organizational goals. It is also the basis of the design of learning initiatives. The Committee recommends its approach, which was founded on consultation and research, as a prototype for ensuring that learning requirements are always current and appropriate, and also for maintaining the relevance of the system and its connection to the community.

Section F: Key Components of the Police Learning System

Chapter 14 describes the method used by the Committee to design the police learning system and provides a detailed account, level by level, of the training, education, and development opportunities for all individuals in the system. It distinguishes the following categories: entry-level training and education; training for the coach officer; supervisor training and education; middle-manager training and education; executive development; training in policing specialties; and refresher training and education.

The most innovative and striking characteristics of the new delivery system are listed below:

- Individuals are exposed to educational opportunities delivered in a more open environment. At almost every level, individuals will have the opportunity to receive their training and education through the existing post-secondary infrastructure at community colleges or universities. Senior ranks will be encouraged to take advantage of developmental opportunities in the private or public sectors via secondments.

- A greater level of awareness of community needs and increased community participation in policing are ensured by mandatory directed assignments which enable individuals at three levels to work with community agencies to better understand how they function and to devise means of working more closely with them.

- Increased accessibility is assured by the use of existing province-wide facilities and of a variety of delivery modes, for example, correspondence courses and computer-based training.

- The hallmark of the system is its focus on, and respect for, the needs of the learner. By using a performance appraisal system to determine learning needs as well as to individualize training to the maximum extent possible, unnecessary training will be avoided.

- The emphasis will be on experiential learning, relying on the application of the best adult learning methodologies. The Ontario Police College will divest the academic portion of recruit training to the community college system and concentrate on a more intense program of skills training at this and other levels.

- Individuals will be encouraged to develop their own self-direction in learning and to regard learning as a lifelong activity which supports continuous quality improvement.

- The question of basic academic qualifications is addressed at two levels. New recruits to policing will be required to complete a two-semester "Police Foundations" program at a community college to be eligible for hiring. As well, possession of a bachelor's degree is being recommended as desirable, but not mandatory, for appointment to command positions.

Chapter 15 designates organizational learning as the fundamental component of the system. The Committee advocates that the organization itself has to be capable of "learning" if the investment in individual learning is to be meaningful in an organizational context. This learning at the system level assures organizational effectiveness and is manifested in high-quality decision-making, based on a thorough and deliberate collection, sharing, and using of information. Organizations with this learning capacity are capable of fully using all the technical and process skills acquired by their personnel and they know how to motivate individuals by valuing their contributions. Organizations must be intentional about their learning by identifying and implementing specific processes that will enable them to learn from their experiences and increase their capacity for innovation and change. This chapter suggests a means of adapting and operationalizing Nancy Dixon's eight processes in the context of policing.

Chapter 16 summarizes the various approaches to evaluating learning systems. It discusses the merits of quantitative and qualitative methodologies and selected models, as well as the concerns of decision-makers regarding the quantification of training. The Committee recommends a synthesis of methods in an integrated system which links training activities and the wider environment. Evaluation is described as the barometer which provides a reading on the extent to which all training, education, and development activities are having a direct impact on the ability of police organizations to serve the public. It will therefore be a useful tool to measure the contribution of individual learning to organizational learning and, as such, will constantly determine the significance, value, or worth of the learning system to policing and to society as a whole.

Section G: Managing the Police Learning System

Chapter 17 contains the Committee's recommendation that a central governing authority be created to ensure capable and strategic management of the learning system. The Committee's preference is for the creation of a "Board", a Schedule I Agency reporting to the Solicitor General, to be called the Ontario Police Learning System Board. The main responsibilities of the Board would be: standards and accreditation; research and evaluation; the Ontario Police College; the Ontario Police Executive Development Institute; and support services for the learning system. The Board would include a mix of community and police representatives, the majority being drawn from the community.

Some of the main reasons for proposing the creation of a Board are:

- The complexity of the new system requires a sophisticated and holistic approach to its management. The system reaches beyond what is learned and how it is learned, to the determination of learning needs using a performance appraisal system, and the capacity of police organizations to reframe themselves.

- The mission statement calls for a reorientation favouring central leadership and governance and rigorous co-ordination of all the parts.

- The involvement of post-secondary institutions in the delivery system calls for continuous supervision to ensure that standards are being met and that the accountability of the Solicitor General for the adequacy of police training is in no way compromised.

Section H: Costing and Financing the Police Learning System

Chapter 18 presents a costing of the Police Learning System. It first provides a costing of the existing system in terms of travel costs, travel time, payroll, allowances, and actual course costs. It then costs the proposed system, including the cost of the Board and capital costs. This system is anticipated to cost $3 million more than the former, on an ongoing basis, primarily due to the pressure on colleges and universities when they become part of the system.

Chapter 19 outlines the financing options considered. It lists a range of possible mechanisms to increase revenues and examines the following in depth: licensing the alarm industry; creating an Ontario Foundation for Public Safety; and charging for reports. Mechanisms to transfer costs which received in-depth consideration include: charging recruits for tuition; and reducing salaries of recruits while they are at the Ontario Police College for their initial training. The Committee recommends that these five options be pursued.

Chapter 20 deals with the optimal financial strategy, and provides estimates of the revenue that the above-mentioned five financing options are likely to generate. When the revenue is applied to the increase in total system costs referred to in Chapter 18, the result is an overall saving in the vicinity of $5 million.

INTRODUCTION

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THE PLANNING PROCESS

Preamble

After extensive research and consultation, the Strategic Planning Committee on Police Training and Education (the Committee) proposes a Police Learning System for Ontario designed to address current and future police training, education, and development needs.

In the latter part of 1989, in response to key stakeholders' concerns about the delivery of police training at the Ontario Police College, the Deputy Minister formed a Working Group to develop a strategy of short-term solutions to the existing problems. Their findings are contained in the "Final Report of The Working Group On The Short-Term Issues Facing Police Training", approved June 6, 1990. The report focused on "those training issues that are immediate and must be identified, resolved, and begun to be implemented in fiscal 1990-91".

In the fall of 1990, the Strategic Planning Committee on Police Training and Education was formed to address, in a more systematic manner, the long-term issues in police training.

A document setting forth the Committee's mission, mandate, and workplan was circulated to the Metropolitan Toronto Police Force, Ministry of the Solicitor General representatives, the Ontario Association of Police Services Boards, the Ontario Provincial Police, the Ontario Association of Chiefs of Police, and the Police Association of Ontario. The Committee first met in January 1991, to begin the process of generating a strategic plan by developing a mission statement, mandate, and workplan.

As recommended by the Working Group, the Strategic Planning Committee on Police Training and Education had greater representation from the community-at-large. The membership included representatives with diverse backgrounds from a cross-section of the community, in addition to the traditional policing stakeholders. The Committee also had members with expertise in specific fields associated with or contributing to the field of adult learning and police training.

Mission and Mandate

The Committee's mission was:

to develop a comprehensive strategic plan for training, education and development of police personnel in Ontario for the next decade which will:

a) *meet the needs of the community;*

b) *ensure that the training, education and development is current and appropriate;*

c) *enhance the professionalism of policing;*

d) *design and deliver the training, education and development in a cost-efficient and cost-effective manner.*

The mandate of the Committee was:

1) *to define and analyze the training, education and development requirements of police personnel for the next decade;*

2) *to define and analyze the options available to deliver this training, education and development;*

3) *to define and analyze the options available to finance this training, education and development;*

4) *to define and analyze evaluation mechanisms which will ensure that training, education and development of police personnel always meet the community needs, are cost-efficient and effective, are current and appropriate, and enhance the professionalism of policing;*

5) *to consolidate all the information on requirements, delivery systems, financing systems and evaluation mechanisms and present a comprehensive, integrated and consistent strategic plan to the Ministry of the Solicitor General.*

Workplan

The Committee's workplan consisted of 11 stages:

(1) agreement on the Committee's mission and mandate;

(2) agreement on the Committee's workplan and consultation process;

(3) development of a strategic framework for police learning;

(4) review of police learning systems in Ontario and other jurisdictions as well as learning systems in selected private-sector companies and in certain professions;

(5) definition of learning requirements for police personnel;

(6) identification and analysis of alternative delivery system models;

(7) evaluation of delivery system models and agreement on a proposed delivery system model;

(8) identification of the costs of the existing delivery system and the proposed delivery system;

(9) identification and analysis of financing options and agreement on a financing strategy;

(10) identification and analysis of evaluation mechanisms and agreement on a strategy for the evaluation of learning systems; and

(11) agreement on the final recommendations of the Committee and production of the Final Report.

Early in the process as seen in Stage (2) above, the Committee adopted the principles of research and consultation as the cornerstones of its strategy for the development of the plan. The Committee realized that consultation would provide information on training systems and initiatives in the police community in Ontario as well as in numerous other jurisdictions. Unwilling and unable to afford to "reinvent the wheel", every opportunity was taken to learn from the experience of the private sector, the professions, and the police community.

As part of the mandate and agreed-upon workplan, and consistent with the commitment to in-depth consultation, the Committee agreed to a multi-phase approach for gathering input for potential future policies and practices for the Police Learning System in Ontario.

Consultations During the Research and Analysis Phase

The following consultations, conducted during the initial stages of the planning process, had two purposes:

- to inform key stakeholders of the Strategic Planning Committee's mission and mandate; and
- to obtain input on future policing issues, future police education, training and development needs and trends, the "best practices" relating to the delivery of education, training and development generally, and the financing and evaluation of police education, training, and development.

Consultation steps:

1. All police services in Ontario, regardless of size or location, received a "base-line data survey" requesting information on current levels of police training, education, and development. The results of this survey provided the basis for costing in this Final Report.

2. The 100 small to mid-size police services were assigned to a series of 11 one-day focus group sessions held in June and July 1991. (The province was divided geographically, based upon the Ontario Association of Chiefs of Police "zones".) The consolidated results of the input provided by these focus groups are published in *Report on Ontario Police Community Initial Consultation.* Representatives from the local police association, the police services boards, and chiefs of police were invited to attend and actively participate in each of the sessions. Written input was solicited from representatives who could not attend scheduled sessions.

3. The 14 largest police services in the province (those with 200 or more members) met with two-person "study teams" which conducted a series of key interviews with all levels of each service, including representatives from the police services board, the chief, senior managers, middle

managers, first-level supervisors, front-line officers, and civilian staff. The consolidated results of the input provided by these interviews are published in *Report on Ontario Police Community Initial Consultation.*

4. The management and staff of the Ontario Police College participated in a series of interviews conducted in early July 1991. The results are consolidated in an unpublished document entitled "Report on Ontario Police Community Initial Consultation, Part Three: Ontario Police College".

5. Key police executives and human resource managers participated in a two-day meeting which focused on an in-depth exploration and analysis of future trends in Ontario society, policing issues, and learning needs for the future. This meeting and its conclusions are outlined in *Report on Future Policing Issues for Ontario.*

6. A comparative review was carried out to ascertain how certain private-sector companies meet training, education, and development requirements as well as their possible application to police training, education, and development. These companies were selected informally on the basis of their progressive reputation in terms of learning initiatives. In addition to analyzing selected human resource documents, the researcher interviewed executive heads and human resource personnel of the following companies: Canadian Imperial Bank of Commerce; Du Pont Canada Incorporated; General Electric; Honda Canada Incorporated; Honda of Canada Manufacturing; IBM Canada Limited; Molson Breweries; and Northern Telecom.

   These interviews and analysis are documented in *Report on Private Sector Learning Initiatives.*

7. A community consultation addressed two fronts: the "community-at-large" and the "associate community".

   The "community-at-large" was consulted through eight focus groups of selected participants, representative of segments drawn from a broad cross-section of the public. This consultation focused on:

   - current perceptions of police officers;
   - required background, training, and standards; and

- how those perceptions could be enhanced through improvements in police training and standards in areas such as: educational requirements; technical skills; physical abilities; knowledge of the law; and interpersonal or communication skills.

The "associate community" was defined as those persons and organizations with direct contact or relationships via responsibilities with police and policing, e.g., the Children's Aid Society, and the Canadian Bankers Association. Input was received via 432 questionnaires, mailed to 27 organizations, which posed the following questions:

- What policing issues and trends do you foresee for your community — in the next 2 to 5 years? — in the next 6 to 10 years?

- What knowledge, skills, and abilities do police personnel require to perform their duties and meet the future issues and trends you have identified? (Police personnel includes all members of the police service, from constables to senior managers.)

- Are police personnel prepared to meet these issues and trends?

- What is the public's perception of the ability of police personnel to respond to these issues and trends?

The findings of both phases of the community consultation process were published in *Report on Consultations with the Community on Future Policing and Police Training Issues.*

8. A review of other jurisdictions was carried out. Once again, the principle of "consultation" was the backbone of the Committee's strategy for researching the training, education, and development initiatives in external jurisdictions. Every opportunity was taken to learn from the experiences of others involved in the development and delivery of established and/or leading-edge training, education, and development initiatives in the police profession.

The Committee selected the external jurisdictions for review on the basis of their reputation for community policing initiatives, innovation in training, and their representation of small-, medium-, and large-size police services with similarities to Ontario services.

Teams of staff and Committee members used a standard set of questionnaires to conduct informative but not evaluative reviews of the selected jurisdictions. Interview questions focused on:

- information-gathering about general police education, training, and development requirements and processes, as well as the planning mechanisms for those processes;
- police education, training, and development governing bodies, if any;
- the forms or mechanisms for community input, if any;
- program content (specifically on race relations, if available);
- policing issues and education and training needs of the future (5 to 10 years); and
- financing and evaluation mechanisms for each location.

The findings of this phase of the consultation were reported in *Report on Police Training and Education in Other Jurisdictions.*

9. Committee staff consulted with representatives from six colleges, four universities, and a private business college. Input and opinions were sought on the following issues:

- strategic directions of the college/university system;
- the needs of students in the future;
- qualification prerequisites for entry-level police officers;
- qualification prerequisites for advancement to management ranks in policing;
- role of government in police training and education;
- issues and trends in policing; and
- trends in the education system vis-à-vis program delivery.

The results of this consultation are documented in an unpublished document entitled "Report on College and University Consultation Process, January, 1992".

10. Ongoing consultation with the Race Relations and Policing Unit (RRPU) of the Ministry of the Solicitor General was a critical element of the process. Because the RRPU Director was a Committee member, the Committee was able to dovetail its recommendations with input from concurrent consultations undertaken by the Unit. To avoid unnecessary overlaps, information from the RRPU was analyzed for specific recommendations and input on strategic directions in the area of race relations and police education and training. Efforts were also made to ensure that the Committee's recommendations were consistent with work on the bias-free constable selection process. Past reports and research documents prepared by RRPU and containing input on police training and education from Ontario's minority communities were analyzed and consolidated with the information from the community consultation described above.

11. A specific set of processes was developed to define strategic learning requirements for selected groups of police personnel.

    The occupational groups analyzed included: Constables; Patrol Sergeants; Middle Managers; Senior Managers; Police Educators; and Police Specialists.

    For the first four categories of personnel, the learning requirements were developed using a dual method of job analysis followed by extensive review and validation by a variety of individuals. The results are contained in *Report on Strategic Learning Requirements for Police Personnel.*

    Similarly, a group of 36 police educators and administrators participated in a four-day job analysis and consultation process, the results of which will be reported in "Report on Strategic Learning Requirements for Police Educators".

    A total of 21 participants representing police executives, the judiciary, the Ontario Police College, and the academic community attended a consultation on future issues and learning requirements for policing specialties. Their input is captured in *Report on Consultation with the Police Community on Police Specialties in the Future.*

In addition to these specific consultations, the results of which have been reported in the various reports identified above, the Committee also commissioned four additional research reports in three areas of specific interest:

- high impact learning methodologies such as self-directed learning, distance education, games and simulations, small group learning and organizational learning (see *Report on High Impact Learning Methodologies*);
- the evaluation of learning (see *Report on Evaluating Learning Systems*; and *Report on the Evaluation of Adult Learning in the Workplace);* and
- issues concerning the contribution of higher education to performance of professional roles, with special reference to policing (see *Report on Relationship between Higher Education and Police Learning Requirements*).

Consultations During the Review of Recommendations Phase

Each member of the Strategic Planning Committee undertook to ensure that the organization/association they represented was fully informed of the Committee's deliberations and proposals throughout the planning process, particularly during the final stages. The mission statement for, and key principles of, the Police Learning System were distributed to all key stakeholders for their comments before being finalized by the Committee. The Committee's *Report on Strategic Learning Requirements for Police Personnel* was circulated widely for comment and review prior to finalization. This draft report was sent to all Committee members and, through them and the Chair, to a significant number of individuals throughout the province and to other police learning establishments in Canada. Again, the Race Relations and Policing Unit of the Ministry of the Solicitor General was asked for comment, particularly in terms of the relationship between the strategic learning requirements for constables and the bias-free constable selection process for which this Unit is responsible.

Police community stakeholder representatives took the delivery system model and the financing strategy to their respective constituents for dialogue and feedback; the results of those deliberations were brought to the Committee for final review and incorporated as deemed appropriate.

Finally, each Committee member was involved in reviewing: (a) a chapter of the Final Report; and (b) the final recommendations contained in this Final Report.

Review of Learning Requirements for First Nations Police Officers

Following discussions between the Strategic Planning Committee on Police Training and Education and members of the First Nations community, a special committee was formed and given the mandate to consult separately with First Nations constables and First Nations community members on police training, education, and development needs. The focus of this committee was to examine the needs expressed by members of the First Nations, to ensure that: (a) police training in Ontario will provide First Nations communities with the type of policing they desire; and (b) police training courses and delivery systems will recognize and reflect First Nations culture and traditions.

Consequently, the committee developed a workplan aimed at ensuring a balance of participation from varied First Nations cultures as well as diverse geographic locations. To that end, representatives from the four First Nations Treaty Associations in Ontario and the Independent Bands became members of the committee. Other committee members were from the Ontario Provincial Police (First Nations and Contract Policing Branch, and Training Branch), the Ontario Police College, and the Race Relations and Policing Unit of the Ministry of the Solicitor General.

As part of the consultation process, on-site interviews were conducted by two-person teams. The respondents – First Nations constables, members of police committees, and the Chief and Council and/or administration staff of the territory – were asked to prioritize training, education, and development needs as they related to the policing of their communities. At the conclusion of the interviews, the committee met and discussed the consultations which had taken place and compiled an interview summary report. From this report, and following a review of recommendations made by the 1991 Native Peacekeeping Symposium sponsored by the Ontario Native Council on Justice, the committee developed a number of recommendations and presented them to the Chair of the Strategic Planning Committee and to the representative of the First Nations Police Commission.

These recommendations and their rationale will be the subject of a separate report to be issued by the Strategic Planning Committee in the fall of 1992.

Wrap-up

The Committee based a great deal of its thinking on the results of the 12 research reports it issued as part of the overall process (see Appendix III at the end of this Final Report).

Part I of the Final Report focuses on current issues and future trends in policing. The individual sections and chapters deal with the people and systems in policing organizations, the larger context (other jurisdictions and sectors), and future challenges.

Part II provides a conceptual framework and strategic roadmap for the new Police Learning System. The individual sections and chapters deal with the recommended conceptual framework; specific learning requirements; training, education, and development programs; central governing authority; and costing and financing.

PART ONE

CURRENT ISSUES, FUTURE TRENDS

SECTION A:

THE PEOPLE AND SYSTEMS

Chapter

POLICING IN ONTARIO: AN OVERVIEW

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HISTORICAL PERSPECTIVE

In the late 1600's, Upper Canada (now the province of Ontario) structured its law enforcement system after that found in England, the original home of the majority of the immigrant settlers. In 1792, the first Parliament of Upper Canada divided the geographical area into townships and counties which were grouped together to form the various districts. Parliament, in 1793, then passed legislation enabling the appointment of a High County Constable (for each district) who had the authority to name unpaid constables in each parish, village, and township. (Yen-Pin Chao, 1988)

Rapid increases in community populations resulted in growing disorder and a rising number of serious offences. The need for an improved police system was determined and, in 1858, the *Municipal Institutions of Upper Canada Act* authorized towns and cities to organize their own police forces and to establish boards of commissioners of police which would be responsible for the supervision and control of police activities. The *Appointment of Constables Act*, passed in 1860, authorized the towns and cities to appoint people as constables.

The federal government, under the *Constitution Act, 1867*, was responsible for enacting criminal law and procedure. In 1868, the government established the Dominion Police, whose main function was to protect the public buildings in the eastern portion of Canada. The North-West Mounted Police was created in 1873 as a result of fear of escalating social conflict in western Canada. (Talbot, Jayewardene, Juliani, 1983)

In 1886, the City of Toronto established a mounted police unit to ensure that outlying areas were properly protected.

It was not until October 1909 that a provincial Order-in-Council decreed the establishment of the Ontario Provincial Police (OPP), a permanent force of salaried police constables. Lawlessness in the mining and logging camps of northern Ontario provided the catalyst for the formation of the OPP.

In 1920, continued unrest in eastern Canada convinced the federal government of the need for a federal police force, similar to the North-West Mounted Police. As a result, the Dominion Police were amalgamated with the Royal North-West Mounted Police to form the Royal Canadian Mounted Police (RCMP).

At the present time (1992), three types of police services have jurisdiction in Ontario: the Royal Canadian Mounted Police (a federal body); the Ontario Provincial Police (a provincial body), and the municipal police services (representing 115 police forces). A number of other organizations, e.g., Ports Canada, Customs and Excise Canada, employ enforcement personnel with peace officer status.

FEDERAL – ROYAL CANADIAN MOUNTED POLICE (RCMP)

Today, the RCMP's activities centre primarily around the enforcement of federal statutes concerning drugs, taxation, customs and excise, and immigration matters. It is also responsible for the security of federal facilities such as international airports, harbours, ports, and government buildings as well as the protection of the diplomatic community.

PROVINCIAL – ONTARIO PROVINCIAL POLICE (OPP)

The Ontario Provincial Police provides policing services to more than 2 million people throughout Ontario. The areas served include those parts of the province where a municipal police force is not maintained and those municipalities which have contracted OPP policing services.

In addition, the Ontario Provincial Police are required to:

- *respond to municipal police force requests for special assistance in emergencies;*
- *provide traffic control on all King's Highways, unless designated otherwise;*
- *provide investigative services on request to municipal police forces, the Coroner's Office and other provincial ministries; and,*

- *perform other assigned duties such as maintaining a province-wide firearms registry, administering the Private Investigators and Security Guards Act, providing security for certain Ontario Government officials and visiting dignitaries, and providing security for the Legislative Buildings at Queen's Park, Toronto.*
  (Ontario, Ministry of the Solicitor General, 1989/90)

MUNICIPAL – POLICE SERVICES

Prior to 1990, each municipality with its own police force and a population exceeding 15,000 people was required to have a police services board. However, since the proclamation of the new *Police Services Act* in 1990, all municipalities with police organizations are required to have a police services board. The board is empowered to create regulations via bylaws, but these regulations must be consistent with regulations and standards established by the Minister of the Solicitor General. The 1990 Act states that the board is responsible for the policing and maintenance of law and order in the municipality. All members of the police organization are subject to board-directed governance, and must therefore be guided by lawful direction of the board.

Municipal police forces constitute the largest portion of police officers in Ontario. Currently, 115 municipal police forces operate in Ontario; their officers are appointed under the authority of the 1990 *Police Services Act*. Municipal police officers report through their chief to their local police services board, whereas OPP police officers report through their commissioner to the Deputy Solicitor General.

Size and location significantly affect the needs of police services, especially in relation to training. Table 1 describes all police organizations in Ontario by size. (Ontario, Ministry of the Solicitor General, Policing Services Division, 1990-91)

TABLE 1

NUMBER OF ONTARIO POLICE ORGANIZATIONS BY SIZE, 1990-91

FORCE SIZE (number of personnel)	NUMBER OF POLICE FORCES
1 - 5	15
6 - 19	42
20 - 50	26
51 - 100	7
101 - 1,000	23
> 1,000	3 (includes OPP)

The Metropolitan Toronto Police Force (MTPF), established January 1, 1957, was formed after the City of Toronto and the 12 suburban municipal police forces amalgamated for reasons of economy, efficiency, and improved response capability. Metropolitan Toronto, Canada's largest urban centre, has a population of approximately 2.28 million (1991) and a police force composed of more than 5578 uniformed officers and 2119 civilians. The Metropolitan Toronto Police Force is the largest police service in Ontario.

The total number of Ontario and municipal police personnel as of 1990 is represented in Table 2.

TABLE 2

POLICE LEVELS IN 1990

RANK	NUMBER
Chief	116
Deputy Chief	65
Staff Superintendent	27
Superintendent	96
Staff Inspector	82
Inspector	334
Staff Sergeant	985
Sergeant	2,564
Detective Sergeant	579
Constable 1	10,602
Constable 2	1,285
Constable 3	1,151
Constable 4	1,207
Cadet	371
Civilians	6,223
Total	**25,687**
Total Officers	**19,093**

MINISTRY OF THE SOLICITOR GENERAL

The 1946 Ontario *Police Act* was created from the *Municipal Institutions of Upper Canada Act* and the *Appointment of Constables Act*. The *Police Act* became the legal centrepiece of policing in Ontario and was intended to give the province control over all police forces. The Act's purpose was to impose uniform standards through regulation and to provide the province with veto powers over the creation of new forces. (Loreto, 1984)

Initially, responsibility for the administration of justice was held by the Department of the Attorney General. However, in 1972, the Ministry of the Solicitor General of Ontario was created to deal exclusively with law enforcement and public safety. Until December 1990, the law enforcement responsibilities of the Ministry were governed by the *Police Act*. On December 31, 1990, the *Police Services Act* was proclaimed, replacing the *Police Act*; at this time, the Ontario Police Commission was renamed the Ontario Civilian Commission on Police Services. The new *Police Services Act* was intended to address the changes in policing subsequent to the passing of the *Police Act* in 1946.

The new Act, designed to strengthen the links between the police and their surrounding communities, is very directive about police/community partnerships and service to the community. Numerous changes have occurred; however, only several of the major modifications will be mentioned. One notable change is the emphasis on providing a service to the community and ensuring increased accountability by the police. Two new legislated areas within the Act dealing with providing a service to the community are: (a) employment equity; and (b) the requirement that the chief of police provide community-oriented police services.

Increased police accountability is ensured by two major processes that have been incorporated into the *Police Services Act*: the public complaints procedure, and the implementation of the Special Investigations Unit (SIU). The public complaints procedure, which has been expanded to include the whole province of Ontario and is administered by the Ministry of the Attorney General, provides an avenue for complaints by members of the public about the conduct of police officers. The SIU, administered by the Ministry of the Solicitor General, conducts investigations into the circumstances of serious injuries and deaths that may have resulted from criminal offences committed by police officers. The Director of the SIU reports the results of his/her investigations to the Attorney General.

Currently, three areas of the Ministry are responsible for matters relating to policing in Ontario: the Policing Services Division of the Ministry; the Ontario Civilian Commission on Police Services; and the Ontario Police Arbitration Commission.

The Policing Services Division was created in 1988 as a result of the Ministry of the Solicitor General's restructuring of the then Ontario Police Commission. A major feature of the reorganization was a separation of the quasi-judicial function from the police inspection, services, and support programs. The quasi-judicial responsibilities continue as a primary responsibility of the Ontario Civilian Commission on Police Services (formerly the Ontario Police Commission), described below. Inspections, services, and support were restructured and enhanced to form the basis for the Policing Services Division of the Ministry of the Solicitor General. The Division is responsible for enhancing policing through training, developing professional standards and new programs, and providing an advisory and liaison service to the police community. Inspections monitor the adequacy of programs and the quality of municipal police service in Ontario. Law enforcement is assisted by the Criminal Intelligence Service of Ontario (CISO).

The Ontario Civilian Commission on Police Services was established in 1990 by Section 21 of the *Police Services Act* to perform a quasi-judicial role which had previously been part of the Ontario Police Commission's mandate. The Chair reports directly to the Solicitor General. At present, the Commission consists of a full-time Chair and five part-time members. The Commission hears appeals by police officers who have been disciplined and performs the functions enumerated in Sections 22 through 26 of the *Police Services Act*. It conducts enquiries into the operation of employment equity plans and matters related to whether a municipal police force is complying with prescribed standards. By Section 25 of the Act, the Commission has authority to enquire into the conduct or performance of duties of any municipal police officer or a member of the local police services board, the administration of the force, the manner in which services are provided, and the police needs of any municipality. By Section 26, the Lieutenant-Governor-in-Council may direct the Commission to enquire into any other matter related to crime or law enforcement.

The Ontario Police Arbitration Commission, established in 1972 by amendment to the *Police Act*, provides arbitrators for prompt and professional resolution of municipal police contract bargaining. The Commission is a five-member body consisting of a Chair and two members representing the municipal police services boards and two members representing the police associations. All members are appointed by the Lieutenant-Governor-in-Council.

COLLECTIVE BARGAINING

The Police Association of Ontario (PAO) was founded in 1933 by a group of Ontario chiefs of police and other senior police officers. However, in 1944, when the Police Association of Ontario was reorganized, it became the voice of the police officer and the chief constable of the smaller police forces. (McDougall, 1971)

Currently, the PAO represents all police personnel except OPP civilians and senior officers of the OPP and municipal services.

With the exception of the OPP which must bargain with the provincial government, each municipality is responsible for bargaining with its own police force and reaching a collective agreement. The agreements are unique for each force and vary in numerous areas such as salaries, holidays, hiring practices, and benefits, etc. If agreement cannot be reached, the Ontario Police Arbitration Commission is requested to administer the arbitration procedure.

CONCLUSION

This historical and current overview of policing in Ontario provides a frame of reference for the Final Report and is designed to assist in understanding the current system and the Final Report's recommendations for the future.

Chapter 2

THE
CURRENT POLICE TRAINING SYSTEM
IN ONTARIO

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INTRODUCTION

Currently, all police officers and members of police services are trained and educated at two primary police training facilities: the Canadian Police College (CPC) and the Ontario Police College (OPC). This chapter briefly discusses these two institutions and gives an overview of the types of training they conduct. Several other police services (Peel, Waterloo, etc.) provide fairly extensive in-service training in a formal setting on a full-time basis by trained instructors. For example, the Metro Toronto Police and the OPP have their own dedicated facilities and other police services have some in-service resources. However, in-service training capabilities are not addressed in this chapter.

POLICE TRAINING FACILITIES

Canadian Police College

In 1938, the Royal Canadian Mounted Police (RCMP) initiated the Canadian Police College Course which consisted of advanced in-service training geared principally to the operational and procedural requirements of both senior non-commissioned officers and junior officers. Although the Course was sponsored by the RCMP, candidates were drawn from Canadian municipal and provincial police agencies and, in some cases, from abroad. (Muir, 1986)

The January 1966 Federal-Provincial Conference of Attorney Generals on Organized Crime recommended the establishment of a national police training school funded and operated by the RCMP, that would provide experienced police personnel with training in administration as well as sophisticated investigational techniques.

In 1966, a moratorium was placed on advanced RCMP training, including the Canadian Police College Course. From 1966-68, the methodologies for course development and evaluation as well as quality control standards were developed. In 1968, the CPC Course was reinstated with the emphasis on managerial and supervisory responsibilities.

In 1973, the federal Treasury Board approved the establishment of the CPC as part of the National Police Service and reaffirmed that operational and capital costs would be borne by the federal government. (Muir, 1986) The new Canadian Police College Complex, completed in 1976, was officially opened in April of the same year.

The College operates with a combination of full-time staff and seconded officers from the RCMP and provincial and municipal police services across Canada. College programs are made available to employees of all police forces in Canada, foreign students, and federal government agencies with law enforcement responsibilities (e.g., Customs and Excise Canada). More recently, College workshops and symposia have included external professionals such as representatives from federal agencies, justice institutions, police services boards, etc., into the proceedings.

The College delivers specialist training courses that serve the Canadian police community. These include national polygraphic courses, basic and advanced forensic identification, basic and advanced traffic investigation courses, plus a number of specialist courses that are also conducted elsewhere in Canadian police academies (e.g., investigation courses, communication courses such as instructional techniques and media relations).

The College also conducts management development courses for staff sergeant equivalent and officers, the Senior Police Administration Course (SPAC), and the Executive Development Course (EDC), respectively. Similar versions of the SPAC are offered by other police academies. The College also produces a number of workshops and symposia — recently aimed at the senior executives up to police chiefs — that focus on specific issues such as strategic planning, demographics and societal trends, human resource policies, and aboriginal policing and leadership.

Ontario Police College

In the early 1950's, the Ontario Association of Chiefs of Police originated the idea of a central provincial police academy.

The Attorney General (AG) appointed an advisory committee on police training in 1959. In July 1962, the AG announced the formal establishment of the Ontario Police College. The College began operating in 1963 in temporary, wartime training barracks of an abandoned Royal Canadian Air Force (RCAF) base near Aylmer, Ontario. Initially, the College reported to the Ministry of the Attorney General; however, the Solicitor General became responsible for the operations of the OPC when the *Ministry of the Solicitor General Act* was passed in April 1972.

The College's priority was to provide training for recruits and senior constables for whom no previous instruction had been available. In its early years, the OPC developed and implemented courses in supervision and traffic. A criminal investigation course began in 1964; a special traffic law and collision investigation course, along with an identification course, were added over the next few years.

In January 1971, the Advisory Committee on the Police College decided to expand the OPC's program to include courses in specialist areas and advanced training. In 1971, it was determined that a new and larger facility would be required to meet the future needs of policing. A new facility was operational in 1976, although it was not completed and officially opened until the following year.

The recruit training was initially a split program which consisted of a Part A and a Part B, with a period of field training in the middle. In 1988, following a review of the training, the program was modified to a multi-levelled delivery system where training was designed to match experience. Currently, new recruits must complete five distinct levels as they progress through the early stages of their careers. See "Police Training" section below for details.

In 1988, the responsibility of operations was transferred from the Ontario Police Commission to the Policing Services Division of the Ministry of the Solicitor General.

The mission statement of the Ontario Police College, as stated in its current course calendar, is:

> *As the centre of police learning in Ontario, the College will maintain a standard of excellence in the development of professional police personnel serving our diverse society.* (Ontario Police College, 1992)

POLICE TRAINING

Following recruitment by a police service, police officers in Ontario currently receive five levels of training.

I	Pre-Aylmer:	Self-study package sent out by the Ontario Police College and one to three weeks formal training by the police service which hired them. (For the larger forces such as the Metropolitan Toronto Police, this self-study package is complemented by three weeks of formal training; for the small police services, the self-study package is the sole pre-Aylmer training.)

II	Aylmer:	47 days at the Ontario Police College. This level includes the acquisition of specific knowledge relating to policing such as powers of arrest, provincial statutes, the *Criminal Code*, search and seizure, evidence, etc., and also includes some practical training in certain police-related skills such as police vehicle operations and firearms.
III	Post-Aylmer:	Training at the "home" service. In large police services such as Metro Toronto, this can be as much as eight weeks in a classroom followed by a period of field training with a coach officer. In other services, it consists of working under the supervision of a coach officer for varying periods of time.
IV	Intermediate:	Two weeks at the Ontario Police College, taken within two years of Level II. It includes updates on federal-provincial statutes and concentrates on deepening the individual's knowledge and skills training.
V	Application:	Regular work at the individual's police service. This is sometimes augmented by attendance at training courses, either in-house or at the Ontario Police College.

The Ontario Police College makes refresher training available to the police community through a 14-day "Advanced Training Course". Currently offered to officers who have not received formal training in the previous five years, and originally intended to complement the aforementioned recruit training, this training is primarily designed to keep officers up-to-date in the latest developments in policing as well as changes in law (e.g., recent *Canadian Charter of Rights and Freedoms* decisions).

The Ontario Police College also offers a range of supervisor and management training courses as well as an array of police specialist courses in subjects such as police communications training, identification officer training, criminal investigation training, and intelligence training. Although these programs are offered to Ontario police personnel, with no charge to the sponsoring police services, registration capacity is limited by both budget and demand. Permanent training staff at the Ontario Police College are augmented by trainers seconded from various police services across the province.

Metropolitan Toronto Police and the OPP each have their own dedicated facilities where Ontario Police College training is supplemented by in-service training programs to meet their specific needs and mandates. Medium-size police services also offer in-house training and may also have some full-time instructors or training co-ordinators. Smaller police services rely almost exclusively on the services of the Ontario Police College for both initial training, specialist training, and refresher training.

CONCLUSION

Police training for Ontario's police personnel is offered at two main facilities: the Canadian Police College, and the Ontario Police College. The current five levels of recruit training at the OPC are supplemented by supervisor, management, and specialty courses, as well as refresher training at these institutions. This training is further supplemented by a variety of in-service training programs in many police services.

SECTION B:

THE LARGER CONTEXT

Chapter 3

POLICE LEARNING SYSTEMS
IN
OTHER JURISDICTIONS

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PURPOSE

The Strategic Planning Committee on Police Training and Education determined it was essential to base the Police Learning System for Ontario on a broad spectrum of knowledge. The Committee knew that other jurisdictions had carried out new initiatives and developed new training, education, and development procedures.

The Committee members also recognized it was unlikely that the system of any single other jurisdiction could be adopted in its entirety for Ontario. They recognized the value of learning about the available experience, knowledge, research, experimental programs, and new systems. For this reason, the Strategic Planning Committee decided to review policing in other jurisdictions.

The reviews were carried out to determine:

- what is happening in other jurisdictions and how the systems work;
- what are the current issues, the future issues, and how they plan to meet them;
- whether anything the other jurisdictions are doing or moving toward might be of benefit to Ontario; and
- whether there are any "superior" applications.

PROCESS

The Committee staff developed questionnaires for each of the groups to be interviewed. The interviewers used standardized questionnaires so the same information would be gathered for comparison of jurisdictions. The questionnaires elicited information on recruit training, senior constable training, management training, specialist training, funding, policing issues of the future, training needs of the future, and features that were unique.

The Committee chose jurisdictions based on recommendations by: members of the Strategic Planning Committee; the Police Executive Research Foundation; and academics in the justice field. The criteria used were:

- the reputation of the jurisdiction regarding its implementation of community policing;
- innovative practices in their training, education, and development system; and
- similarity to Ontario in terms of having a cross-section of small, medium, and large police services.

The reviews of the other jurisdictions were arranged to maximize the accumulation of information and to minimize costs. Each of the teams, usually comprised of one Committee member and one staffperson, travelled to the other jurisdiction and conducted the interviews. Committee staff arranged the interviews and the Committee Chair made the interviewees aware of the information being sought.

Jurisdictions Reviewed

The Committee reviewed the following other jurisdictions.

Canada

- Alberta
    - Calgary Police Department
    - Chief Crowfoot Training Academy
    - Edmonton Police Department

- British Columbia
    - British Columbia Police Commission
    - Delta Police Force
    - Justice Institute of British Columbia
    - Victoria Police Force

- Ontario
    - Canadian Police College

- Quebec
    - CEGEP
    - Montreal Urban Police
    - Quebec Provincial Police
    - Institut de Police du Québec

- Royal Canadian Mounted Police
    - Advanced Service Training (British Columbia)
    - In-service Training (Ontario)
    - Recruit Training (Saskatchewan)

United States

- California
    - California Highway Patrol
    - Commission of Police Officer Standards and Training (POST)
    - Sacramento City College Law and Corrections Academy
    - Sacramento Police Department
    - Stockton Police Department

- Michigan
    - Flint Police Department

- Missouri
    - Kansas City Police Department

- Texas
    - Houston Police Department
    - Texas Department of Public Safety
    - Texas Commission on Law Enforcement Officer Standards and Education

- Virginia
    - Federal Bureau of Investigation Academy

- Wisconsin
    - Madison Police Department

Europe

- France
    - Gendarmerie Nationale
    - Police Nationale
    - National Police Academy

- Germany
  - Basic Training Academy
  - City of Munster Police
  - Management and Professional Development Academy
  - Police Leadership Academy

- Great Britain
  - Central Planning Unit
  - Devon and Cornwall Constabulary
  - Home Office
  - Leicestershire Police
  - Merseyside Police Training Centre
  - Police Staff College, Bramshill
  - Ryton-on-Dunsmore District Training Centre
  - West Yorkshire Police Training Centre

- Netherlands
  - Basic Training Academy
  - City of Amsterdam Police
  - Governing Council for Police Training and Education
  - Netherlands Police Academy

- Sweden
  - National Police College
  - National Police Service
  - Uppsala Police Authority

The Committee and staff members interviewed over 300 people, at 48 training centres or police services in seven countries and four provinces. Interviewees included chiefs of police; deputy chiefs of police; chief superintendents, superintendents, chief inspectors, inspectors, staff/sergeants, and sergeants (or the equivalents of those ranks); constables; and civilians. At training centres and various academic institutions they interviewed directors, deputy directors, department heads, instructors, and selected academics. They also interviewed persons who would be the equivalent of members of police services boards.

The members and staff of the Strategic Planning Committee collected vast quantities of information while conducting these reviews. It is not the intent of this section to repeat or summarize all the information gathered. All the documents gathered during the review will be placed in the Ontario Police College Research

Library. The complete results of this research were published in *Report on Police Training and Education in Other Jurisdictions.*

RECRUIT SELECTION AND TRAINING

The review of recruit selection and training in other jurisdictions reveals a number of general trends across all police services, training institutions, and governing bodies. The trend in selection of police officers is towards more highly educated and more experienced recruits; some exceptions result from special initiatives to recruit members of employment equity target groups. Even in such latter cases, however, recruits who are younger or who have lower educational attainment are often required, with support from their police services, to participate in educational upgrading programs. For example, the Community Service Officer program of the Sacramento Police enables the service to provide progressive developmental experience to younger equity target group members while they undertake post-secondary studies to qualify for recruitment.

This general rise in the age and education of police recruits is made possible by the general increase in educational attainment and by high levels of unemployment. Both factors increase the size of the recruitment pool for police services at this time. However, it does not appear that mere opportunity alone is driving the trend towards older and more educated recruits. Most police services have experienced this change for a longer period of time and with greater strength than could be accounted for by opportunity factors alone. In Canada and in the United States, minimum legislated standards for recruitment typically require completion of the secondary education requirements for admission to post-secondary studies and fix the minimum age of recruitment at 18 to 20 years of age.

The Ontario Police College reports that current recruit cohorts are comprised of almost 25% university graduates. Most other jurisdictions report that a majority of recruits have completed post-secondary diplomas or degrees. The Atlantic Police Institute reports a 50% university completion rate for its recent cohorts. In the province of Québec, a community college (CEGEP) diploma is the minimum prerequisite for admission to the Institut de Police du Québec. Québec recruits known as "conventionnels", who are exempted from the diploma requirement often on the basis of equivalent or higher levels of educational attainment, currently make up 25% of recruits admitted to the Institut de Police du Québec. In California, 82% of State Highway Patrol recruits hold university degrees. The Federal Bureau of Investigation (FBI) requires that recruits hold a university degree. In Madison, Wisconsin, the municipal police service places enough importance on prior education that it pays officers with university degrees 18% or 22% above scale, depending on whether they hold an undergraduate or graduate degree.

This trend is affecting the organization of police recruit training. The integration of the police learning system into the post-secondary education system is occurring to some extent in all jurisdictions where changes are being made. The FBI Academy and the University of Virginia have an agreement whereby FBI agents are able to obtain some university transfer credit for courses taken at the Academy. In Michigan, the Michigan Law Enforcement Officer Training Commission has approved a number of college and university programs through which candidates for employment with police services may complete a portion of the basic training requirements. In California, 36 colleges or universities are authorized by the State Commission on Peace Officer Standards and Training (POST) to deliver, for credit, parts of the police learning system. The Texas Commission on Law Enforcement Officer Standards and Education requires that recruits have completed a minimum of 400 hours of college or university studies prior to admission to recruit training.

In European countries with highly developed post-secondary technical and vocational education systems, recruit training typically involves up to three years of general education integrated with more specific police training. Initial training for police recruits is typically integrated into national education systems, e.g., Germany, the Netherlands, and Sweden. In France and, to some extent, in Sweden, recruits are selected at entry into a rank of constable, senior officer, or executive officer. For the higher ranks, post-secondary education is expected if not required. Training for the senior ranks is done through central officer academies, for example, les écoles supérieures in France, and leads to a national accreditation equivalent to a higher education degree in North America.

The actual length of the period of recruit training is highly variable. Where initial police training has credit value within the national education system, it may be as long as three years with a strong general education component, as in Sweden and Germany. Where recruit training encompasses a general education component, recognized or not within the national education system, it is typically one year in duration, ranging from 9 to 19 months. Examples of jurisdictions where this is the case are the Netherlands, Great Britain, France, and many U.S. states. Where previous education at the post-secondary level is required prior to or as a condition of admission to basic recruit training, the period of time spent at a central police training institution may be as short as 10 weeks non-inclusive of field training components as it is in Québec. Where no prior post-secondary education is formally required, typically basic formal recruit training is of a total duration of up to 25 weeks, usually divided into at least two periods.

At the Sacramento City College Law and Corrections Academy, one of 36 similar institutions in California, the 800 hours of basic recruit training may be completed full-time in 20 weeks or part-time in evenings and Saturdays over a longer period, thus assuring greater access to older recruits with work and family responsibilities. Upon completion of the formal course requirements of recruit training, graduates have three years to find employment with a local police service or must undertake a four-week refresher course to maintain the validity of their Certificate of Qualification for employment as a police officer.

In all jurisdictions, some form of supervised field or practical recruit training occurs either subsequent to or interspersed with formal training periods at a training institution. The RCMP requires six months of field training subsequent to the six-month initial recruit training period. More typically in Canada, field training comprises about one-third of the total recruit training period and occurs after an initial training period of from 10 weeks (Québec) to 18 weeks (Calgary). Often, recruits subsequently return to a training institution following field training. System-wide travel costs between the central training institution and the police service appear as the decisive factor in how alternating institutional and field training is handled.

It is difficult to define across jurisdictions the total duration of initial training and, more specifically, the point at which recruit training ends. In many cases, the recruit attains sworn police officer status prior to the completion of all training requirements. Not all police services and jurisdictions have a defined "probationary" period and in the case of many that do, there is no necessary link between the end of this period and the successful completion of a set of training requirements. Increasingly, training is life-long in duration and there is a rapid and smooth flow from initial training to in-service specialty, compensatory, or job-specific training.

There is a trend towards co-payment of the costs of initial training. Any portion of training which is integrated with national education systems is funded in the same manner as other post-secondary studies. This may mean full-cost tuition fees and expenses, as in some U.S. jurisdictions, or conversely it may mean that students are paid some form of minimum training salary or stipend, as in some European countries where this is the norm for post-secondary technical and vocational education. The Institut de Police du Québec charges $1500 tuition for the 10-week recruit training course at Nicolet. The Atlantic Police Institute charges recruits $6175 tuition plus the costs of meals and accommodations for its 25-week course. U.S. recruit training programs, often either affiliated or integrated into colleges and universities, increasingly require students to pay tuition. Many police training institutions located in or near urban centres are not residential and require that recruits arrange for their own accommodations.

Staffing of police training institutions is typically done through the employment of a small core of permanent staff complemented by seconded personnel from police services. As prior general education is increasingly expected to provide recruits with the foundations for police training, specialized police training institutions are focusing more and more on the specific knowledge and skills of experienced police officers who are often the most qualified to teach and demonstrate. Secondments from police services allow institutions to maintain currency with the field.

IN-SERVICE TRAINING

The terms used to define the training requirements and opportunities which face police officers in the course of their careers vary: refresher training, requalification training, in-service training, advanced training, senior constable training, career development training. In part, the variety of terms reflects differences in approaches to such training. Key issues across all jurisdictions include whether such training, or a portion thereof, should be mandatory, by choice of the officer, or some combination thereof. In each case, the issue of by whose initiative such training is undertaken subsequently arises. Some jurisdictions require that all officers undertake some form of mandatory training at regular intervals, either as refresher training or to maintain qualification. This is the case to some extent in many Canadian and in most U.S. jurisdictions.

Some police services organize mandatory training on an individual basis to some extent. Two examples are the Edmonton Police Department's Decentralised Individual In-service Training (DIIT) system and, to a far greater extent, that of Great Britain, where training is initiated through a national, competency-based performance appraisal system known as OSPRE (Objective Structured Performance Related Examination) created from detailed analyses of police "jobs". OSPRE informs not only the allocation of training resources but also eligibility for promotion and assignment.

Other jurisdictions leave the total initiative for in-service training to individual officers who self-select opportunities from the service's training calendar and request leave or shift reassignment. The Calgary Police Department and the Texas Department of Public Safety (TDPS), among other agencies, have gone one step further and created a form of officer training entitlement. In Calgary, this consists of 40 hours annually and is equal to one-half of the 80 hours of in-service training mandated by the State Commission on Police Officer Standards and Training. The training is designed to develop officer initiative and to encourage individual officers to assume some responsibility for their own professional development. In France, such an entitlement is made available to all employees under national labour standards. Opposition to the concept of training entitlements comes from police managers who fear that developing greater individual initiative would create the expectation among more active participants that such initiative be recognized for purposes of promotion and assignment, contrary to policies principally based on seniority and rotation.

A trend occurring across all sectors, which is beginning to appear in some police agencies, is the integration of in-service training into career development systems, purposefully charting career paths within the organization on the basis of qualification by training and developmental experience. In Germany, progression through salary scales within parallel career streams is contingent upon the completion of training requirements and the passing of national examinations. The introduction of OSPRE in Great Britain is a step in a similar direction.

The most widespread and traditional forms of in-service training are roll-call or shift rotation briefing and the police service calendar of available in-house courses. Most central police training institutions offer a calendar of courses which complements in-house offerings. In Michigan, a consortium of 26 police agencies has pooled their courses in order to expand available offerings. However, there appears to be an increasing trend towards the use of external training opportunities, either through the purchase of training seats in courses provided by other agencies, often referred to as "cross-training" or through the use of non-police training organizations. This was noted in the RCMP, in most visited U.S. jurisdictions, and was most extensive in Madison, Wisconsin.

In a similar vein, a number of police agencies have integrated in-service training with the post-secondary education system so that officers may obtain widely recognized qualifications. This is generalized in visited U.S. jurisdictions (Michigan, California, and Texas among them) where statewide police officer standards and training commissions have negotiated agreements with colleges and universities and have approved courses and curricula at these institutions for this purpose. Opposition to the notion of training for broadly recognized accreditation comes from police managers who fear that this will encourage highly qualified officers to leave their police service if timely opportunities for career advancement are not made available to them.

Virtually all police organizations have at least passive policies in place to encourage officers to upgrade their formal education on their own time. These include partial or full reimbursement of tuition fees for post-secondary courses successfully completed and some degree of flexibility in assignment of duties and shifts to allow officers to attend class. Such policies are widespread in Ontario as well. Unpaid educational leave and fiscal policies which allow employees to shelter income from taxation in education savings plans are often available through taxation and employment legislation and allow employees to set aside periods of time for full-time studies. Some police services will, on occasion and on an ad hoc basis, send officers to college or university at full cost. The Canadian Police College grants a continuing education certificate to officers upon completion of the equivalent of each year of university undergraduate level education. Of the police services visited, only Madison, Wisconsin had a more active policy in place, paying officers who have completed further education a set differential above scale as per the collective agreement. Officers are paid 15% above scale if they hold a college diploma, 18% for an undergraduate degree, and 22% for a graduate degree.

Beyond the offering of courses, be they in-house, at central police training institutions, in outside agencies, organizations, or colleges and universities, a few police services have initiated systems whereby individual officers may be for a time assigned to specific tasks or duties as developmental assignments for remedial or career development purposes. This is done in Sacramento, for instance. In highly developed career-pathing systems, a series of developmental assignments often complement formal learning requirements to eligibility for promotion.

SUPERVISORY AND MANAGEMENT TRAINING

Across all jurisdictions, and most particularly in Canada, interviewees expressed concern that police agencies and central police training institutions were not sufficiently meeting the expectations of police supervisors, managers, and executives. In virtually all jurisdictions, some form of training is required upon or shortly after promotion. Rarely is completion of supervisory or management training requirements prior to promotion encouraged or even considered as a qualification for promotion. Ongoing professional development opportunities for senior and command ranks seem far and few between.

Individual officer initiative in career development is not generally encouraged in police organizations, though some agencies are re-examining this issue in the context of more extensive career development systems. The Houston Police Department has recently established a Management Development Unit as part of an effort to link human resources development with management requirements and eligibility criteria for promotion.

A common concern across Canada is the lack of available training spaces in mandatory supervisor and management courses offered through central police training institutions; many recently promoted officers are forced to wait for long periods of time before they receive required training. At the local level, the small numbers of officers recently promoted and thereby eligible for mandatory supervisory or management training is often too small to ensure that such training is offered at frequent intervals.

Some police services in Canada have diminished the impact of this problem by integrating, at least in part, required training for supervisors and managers with colleges and universities. Both the Calgary and Edmonton police services complement their in-house training capacity with university undergraduate or graduate-level certificate programs available locally. In Calgary, the police service and the university have concluded a reciprocal agreement which allows police officers to obtain transfer credit for up to 100 hours of police training towards undergraduate certificate programs. Officers may also thus complete these courses at their own initiative before they are promoted.

Edmonton requires that senior officers from the rank of inspector hold, at minimum, an undergraduate certificate; most of its senior officers have completed degrees. Similar requirements are commonplace in visited U.S. jurisdictions. The California Highway Patrol reports that almost all senior officers hold university degrees and this is a requirement for promotion to command ranks.

Police organizations in Texas have formalized the integration of management level in-service training and the university system through the creation of the Graduate Law Enforcement Management Institute. The Institute is the product of a contractual agreement between the Texas Commission on Law Enforcement Officer Standards and Education, Texas A&M University, Texas Women's University, and Sam Houston State University. The Institute is funded by a surcharge on fines levied in the state. Senior officers are admitted as members of the Institute so that they may participate in regular graduate courses, specialized seminars, and other activities. Each member undertakes an individual "learning contract" with the Institute which defines the requirements they are to fulfil through the activities of the Institute to maintain their membership.

In Europe, police training as a whole exists as a component of the national vocational and technical education system. Direct entry into senior ranks is often the norm, and supervisory and management training is provided in specialized academies. In Germany, basic senior officer training may be from one to three and one-half years, depending upon the candidate's prior educational attainment. The Hilltrup Police Executive Academy in Germany is further responsible for testing and providing both basic and on-going professional development training to senior police executives; it also conducts seminars and undertakes research in police management. Bramshill in England provides eight-week courses at junior and intermediate command levels, and a six-month course at the senior command level to ensure a continuum of executive training. In the Netherlands, senior officer basic training at the Netherlands Police Academy in Apeldoorn is from two to four years duration, depending on the prior education of the candidate.

In Sweden and France, two-thirds of senior officers are recruited directly into their rank; the remainder are promoted from the ranks after considerable experience and in-service training. Officer training is of two to three years duration in Sweden and candidates must have previously completed a university degree in law (four years in duration). In France, senior officer and executive preparation is assured through a number of "écoles supérieures". Studies are of a minimum of one year if the candidate has had extensive prior education. An innovative initiative in France is the Institut des Hautes Études de la Sécurité Intérieure, a year-long series of three-day monthly seminars in which participants engage in problem-solving exercises seeking to integrate and apply learning at all levels. Police participants are drawn from newly appointed executive officers or "commissaires" and are limited to one-third of the total number of participants.

CONCLUSION

The review of police agencies, training institutions, and governing bodies outside of Ontario revealed a wide variety of approaches to police learning. It also indicated a number of current trends and new initiatives in recruit training, in-service training for all ranks, and professional preparation and development of senior police ranks. The superior approaches and initiatives were influential in shaping the Committee's recommendations for a Police Learning System for Ontario.

Chapter 4

LEARNING SYSTEMS IN OTHER SECTORS

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INTRODUCTION

Recognizing the value and importance of learning, the Strategic Planning Committee on Police Training and Education conducted extensive consultation and research in its efforts to gather and examine information on learning systems in other sectors that would be useful for Ontario's new Police Learning System.

The November 1990 Ontario Throne Speech isolated learning as a key prerequisite to human resources growth and development in the decade ahead.

> *To face the challenges of the nineties effectively, we must become a learning society, where education and training are seen as fundamental to individual growth, where investment in people is understood to be as important as investment in capital or in research and development.* (Ontario, 1990)

The federal government also recognized the importance of learning for all Canadians in its 1991 discussion paper entitled *Learning Well...Living Well*:

> *If Canada is to remain internationally competitive, we must somehow develop a learning culture — an environment in which millions of Canadians are personally committed to the idea of lifelong learning and have the means for expressing their needs in practical ways that will allow educators to respond.* (Canada, 1991)

The learning systems in the wider environment have many similarities. Rather than engaging in a compartmentalized view of each system, this chapter takes a holistic approach in its examination of learning in other sectors.

From a broad perspective, it is the environment that drives an organization, not the organization itself. Police organizations are no different. Policing must be able to determine the environmental forces that will affect how it will function in the future, particularly in terms of developing its human resources.

This chapter targets learning systems in other sectors, specifically the private sector, the teaching and nursing professions, the federal public service, and the Ontario public service. Learning systems in these specific sectors are addressed from the following perspectives: leading-edge approaches; learning methodologies; organizational learning; learning support systems; and emerging trends in learning systems.

LEADING-EDGE APPROACHES

A number of organizations are using new techniques that are dramatically innovative and different from traditional learning approaches. Each leading-edge technique emphasizes the learner and focuses on learning rather than training.

Techniques

■ "It's My Business" at IBM Canada Limited

IBM Canada's management development focus currently targets six vision skills which it believes are key to supporting their business goals and developing their management ranks for the 1990's: leadership, team-building, aligned empowerment, innovation, risk management, and change management. The organization is incorporating these vision skills into a management development program entitled "It's My Business". All IBM managers, up to and including the Chief Executive Officer, must attend and participate in this two-day program which consists of generic simulations designed to build the six vision skills. The program is designed as an annual series of building blocks that is intended to change the mindset of managers from a business perspective to a human resources development perspective.

■ learning: a prerequisite to success

Private-sector corporations are in varying stages of changing their employees' corporate culture. Recognizing that human resources development and learning are prerequisites to business success in the 1990's, corporations are emphasizing individual employees and supporting them with the concept of team and the sense of "belonging". Human resources programming is generally structured in learning and information modules focusing on operating philosophy, business climate, product awareness, and employee values. Developmental programming usually occurs on site and is supported by a variety of learning methodologies which are examined later in this chapter.

- **from training to learning**

The Canadian Imperial Bank of Commerce (CIBC) is transforming itself from a training organization to a learning organization. The CIBC's new direction also includes a focus on learning support organized in a systematic/integrated approach based on competency models, and the contracting out of generic services wherever justified by business reasons. The focus is on the learner, and the responsibility for learning lies with the individual employee and line management. The learning function focuses individuals and their managers on fully utilizing learning opportunities available to them in their current job.

- **concurrent delivery**

The delivery of nursing education in Ontario consists of a theoretical and a practical (clinical) component. Approximately 700 instructional hours are dedicated to nursing theory primarily based in a classroom environment, but the majority of the learning takes place during clinical experience (approximately 1625 hours of practical instruction). The clinical experience is supervised by the community college and the student is under the direct supervision of college staff. The nursing student to teacher ratio is usually 8:1.

It is important to note here that, in the majority of nursing programs, the theory and clinical components are delivered concurrently – classroom lecture sessions and clinical experience are interspersed during the course of a normal week. This concurrent approach, used throughout the course of the entry-level training, produces a more skilled graduate.

- **blending theory and practice**

Teacher education is similar in terms of blending theory and practice, depending upon which of the two available programs the student enrols in to achieve certification as a teacher in Ontario. Following the completion of an undergraduate degree as the entry requirement and during the student Bachelor of Education year (4th year) at the various faculties of education, approximately 40 days of practical classroom teaching experience are mandated by the program.

For students enrolled in the concurrent B.A./B.Ed. program leading to graduation with teacher certification, the practical aspect of instruction is spread out over the entire four-year program. This allows more time for the application of teaching theory in the classroom environment. During the four-year program, each student spends approximately one day per week in the classroom setting.

Nursing programs provide a theoretical component for students with content drawn from physical sciences, social sciences, mathematics, English, and professional content.

Despite a heavy component of practical experience in a variety of health care settings (but traditionally in hospitals), involvement with community-based health care agencies is increasing as health care delivery moves into the community. Each student receives experience in the major areas of nursing such as pediatrics, obstetrics, surgery, and psychiatry so that the student, upon graduation, is considered to be a generalist.

The educational institution's faculty is primarily responsible for planning and supervising the clinical component. Health care agency staff may supervise students in a preceptor role in the final semester of the program when the objective is to promote independence and prepare the student for employment.

In comparison to the college level, university programs more frequently tend to utilize health care agency staff in the supervision role for students. University nursing programs tend to have a higher theoretical content and fewer clinical practice hours. As well, university programs tend to place more emphasis on the independent role of the nurse and the nurse as a leader.

■ community-based delivery

Teacher education systems delivered entirely within the school environment are offered by some universities including York University's Faculty of Education. Every week, each student spends two days in class practice teaching, two days attending lectures, and one day preparing project assignments and library research.

■ learning centres

Strategically located learning centres across the country provide a unique approach to delivery of training. The centres' full-time human resource specialists train selected company employees who, in turn, train their work unit. Rather than appoint a trainer independent of the business unit, the company's line manager fulfils most of the learning requirements. In this respect, employees receive the necessary information from the manager, a process that builds ownership and has an impact on learning.

- **high-impact lecturettes**

Approaches to interactive learning at General Electric include the use of actual company case studies, team problem analyses, role plays, individual exercises, and key content lecturettes. Private-sector corporations are moving away from lengthy classroom lectures and favouring a more integrated approach to delivery. Lengthy lectures are being replaced by short, focused lecturettes (usually 15 minutes) followed by practical exercises to demonstrate the management concepts and philosophies introduced in the classroom. The key to this shift is the emphasis on demonstrated performance.

LEARNING METHODOLOGIES

Several learning methodologies are currently being used throughout other sectors to develop and enhance skills. In general terms, organizations emphasize a blend of methodologies as the optimum approach to learning. That blend must be tailored to the needs of the specific organization's requirements.

Use of Technology

- **high-tech interactive classroom**

Some private-sector corporations are delivering their education via high-tech interactive classrooms in which each student sits in front of a computer screen and keyboard that is linked to a mainframe unit from which the instructor operates. During the learning sessions, questions and responses are delivered via the computer technology; instructors can isolate specific students or query the entire group. The technology can test and save group opinion as well as group performance for future comparative purposes.

- **interactive video**

Computer-based interactive video, used by many large private-sector corporations, can enable voice interaction between the technology and the employee. Situations relating to company issues are programmed in the technology; employees are requested to respond to questions during and at the conclusion of each situation.

One example would be a situation involving a bank customer service representative (teller) and a customer. If, during the simulation, the employee fails to follow the company's total service quality policy, the video points out the areas requiring improvement. Interactive videos are reported to have high impact and retention value.

Distance Learning

- **mobile learning centres**

Some companies have developed mobile learning centres to reach employees whose distance and isolation is a problem. These large trailer-type vehicles are equipped with individual computer work stations at which employees receive lecturettes on a variety of company-related issues. Simulations are shown to students, and the technology can respond to queries and ask appropriate questions of participants.

- **community-based delivery**

Some Ontario faculties of education have introduced community-based delivery. Programs of this nature are popular in the remote areas of northern Ontario. For example, the community of Big Trout Lake in northern Ontario has an established community-based approach to teacher education for First Nations students. Trained in teaching methods and pedagogy, graduates are certified by the Ministry of Education to instruct to the level of grade 6 in the elementary system. Although not a degree program in teaching, this community-based approach serves the needs of some of the First Nations territories in the remote reaches of the province.

- **video conferencing**

Interactive video conferencing is used to convene training sessions where distance and time are factors. Used in the private sector and by both the federal and Ontario public service, this technology enables all participants to interact with each other as if they were at one location. Video conferencing eliminates travel costs as well as the time spent arranging meetings.

- **satellite broadcast**

Satellite use, which is most effective in reaching employees in geographically diverse and remote locations, is gaining popularity. For example, IBM loads program schedules into computers throughout company offices in Canada, the United States, and off-shore locations for simultaneous transmission to all company locations.

Satellite technology is used to communicate product information, introduce new company products, provide a trouble-shooting mechanism for company technicians on products experiencing consumer problems, and communicate major corporate policy changes to employees.

Team-building

■ action learning

Molson Breweries uses the action learning technique – a seven-day intensive learning experience attended by all company managers. Skills developed by the program include leadership, team-building, commitment, and mentoring. The program takes place at a conference centre away from, and unrelated to, the workplace. Immediately upon arrival, participants are divided into teams; for the entire period, each team has a coach/facilitator chosen from a long list of external consulting firms retained by the company.

The teams are placed in simulated exercises specifically designed to foster team-building through group dynamics. Simulations are debriefed and linked to the business world. Each participant is involved in action learning through participation in the simulations and presenting to the forum as a whole. Facilitators continually observe their team, provide group process feedback, and ensure that each team member participates to the optimum.

The objective is to instill a sense of front-line coaching and leadership in the minds of the participants. During the program, the key role of manager is targeted and must meet three pre-conditions for success: time must be set aside for coaching activities (75% of manager's time); coaching must be done individually with the employee, thereby ensuring that it is relevant, timely, credible, and impact-oriented; and a trusting relationship must be established between the sales representative and the coach (manager). According to the company, the manager performs several key roles for the employees including instructor/teacher, mentor/supporter, pathfinder/standard bearer, and problem-solver/protector.

The exercise is designed to highlight group dynamics. The underlying philosophy is to unleash the experiential learning process which is one of the most powerful types of learning in terms of participant impact and retention.

Simulation

▪ management simulation

Management simulation modelling analyzes the organization in terms of its cause and effect relationships. For example, if a district manager overextends the lending limits to a bank branch manager (cause), several repercussions (effects) will result in the branch manager's interaction with the client. This type of analysis, currently used at the Canadian Imperial Bank of Commerce, develops an organization's causal framework and identifies real cause and effect relationships that are subsequently built into the management simulations in which managers participate for development purposes. The causal framework eliminates the need for a post-simulation discussion to link the exercise with the business issues of the organization. In this way, simulation modelling provides directly linked experiential learning.

▪ case study

Case study methodology is being used in the private sector, nursing, and the public service (particularly at the federal level).

Nursing education uses case studies to resolve patient problems. Discussion revolves around the various approaches to patient care.

Private-sector corporations have used internal business problems or business-related cases from other corporations for many years to develop future executives. Case studies are widely used at the Canadian Centre for Management Development to enhance problem-solving skills at the senior manager and executive levels.

▪ computer simulation

Organizations in other sectors are using computer technology to enhance the skills of their employees by simulating methods and practices.

In the private sector, the Canadian Imperial Bank of Commerce uses "dumb terminals" (computer simulators) which can simulate any one of a variety of counter transactions which the customer would present to the customer service representative. Simulations are debriefed for the benefit of the participant's improvement of hard-skill transactions or soft-skill competencies. The branch manager becomes the learning coach, adding impact to the program.

Nursing education also is experimenting with computer simulation technology. Simulations are being developed to train nursing students in the calculation of proper amounts of medication, blood pressure procedures, interpersonal skills, and for clinical decision-making and evaluation.

ORGANIZATIONAL LEARNING

The concept of organizational learning is viewed as key to survival in the 1990's. At the heart of this concept is the definition of learning as the expansion of one's capacity to create and produce results, rather than simply to take in information. (Garratt, 1987) Organizational learning relies on a systems approach to human resources development; systems thinking becomes critical to its effectiveness.

Organizational learning focuses on systems learning in that the organization functions, learns, and develops itself as a system. Individual learning is accomplished through current techniques such as workshops, conferences, and on-the-job experiential learning. Systems learning involves the ability to: (a) perceive the organization as a whole; and (b) capture and process information from the external environment. Through partnerships with other organizations, the learning organization capitalizes on these opportunities to facilitate its own learning. Systems learning uses techniques to provide direct feedback on its performance as a system. Organizational learning should provide avenues for employees and the organization to learn from successes and failures. Organizational learning is described in detail in Chapter 15 of this Final Report.

Techniques

The following practices currently operating in other sectors are used to operationalize the concept of organizational learning.

■ process mapping

Practised at General Electric, this organizational learning technique charts in great detail all company processes, whether administrative or manufacturing. The charting is analyzed to identify areas where service could be improved and/or cost savings realized. Managers, employees, suppliers, and customers work with each other on a systems level, mapping processes to ensure that the reality matches what the company believes is happening.

■ Quality Circle Program

Honda's Quality Circle Program, based on the Kaizen principle of continuous improvement, is designed to generate ideas that will benefit the company in terms of quality enhancement, cost reduction, and improved effectiveness of operations.

Employees with ideas that may reduce costs or improve effectiveness are encouraged to work with other employees and form a "quality circle" to analyze the idea and present its method and approach to the company. A facilitator is designated in each area of the production plant to assist the various quality circles in developing their respective ideas. Once development of an idea is complete, the facilitator arranges for the quality circle to present its idea to a forum composed of members of the senior executive as well as a large percentage of employees from all areas of the company.

After judging, the best local quality circles participate in the company's annual quality circle conference at corporate headquarters in Japan where they introduce their idea to representatives of Honda's business units worldwide.

According to Honda, this program is extremely successful in building employee commitment. Employees learn together in self-directed groups by analyzing the company's practices together with their individual specific roles.

■ management integration

Practised at many private-sector corporations, integrated management activity involves the active participation and involvement of company senior executives and senior managers in learning activities. In many cases, each company's senior executive staff, together with the chief executive officers (CEOs), participate in actual management programming. This approach breaks down the barriers that isolate the various levels of management and emphasizes a team learning perspective. Some companies make participation in the learning activities mandatory for all employees, from the CEO down.

■ risk management initiatives

The "Near-miss Lunch" and the "Risk Ticket" Programs are techniques used by Northern Telecom to support organizational learning by stimulating risk management and group problem-solving. Both programs are designed to encourage middle managers to interact with and support their employees.

The "Near-miss Lunch" Program supports the employee in taking a reasonable risk in terms of a cost- or time-saving idea. If the employee comes very close to success, the manager is obligated to reward the employee with lunch for being innovative and taking a risk even though success was not achieved.

Under the "Risk Ticket" Program, employees within business units are issued risk tickets at random, authorizing the employee to take two reasonable risks. The middle manager is required to endorse and support the risk being taken.

■ workout

The workout session is founded on group learning and group problem-solving. At General Electric, "workout" provides participants with an opportunity to: get a mental workout; take unnecessary work out of their jobs; and work out problems together. Management selects approximately 40 to 50 employees from all levels and functions to attend the three-day program, held at a conference centre. The manager introduces the program on the first day and returns to the conference centre on the final day.

With the aid of a facilitator, the group breaks into five or six teams, each addressing a problem being experienced by the company. The groups prepare solutions and present them to the manager on the final day, which is key to the workout session. Team spokespersons make their proposals for change to the managers who are limited to three responses: agreement on the spot; disagreement; or a request for more information. Managers are forced to make their own decisions even if their bosses are in the room.

■ training impact audits

Honda Canada Inc. uses a technique known as "training impact audits" to critique learning and develop alternative strategies. Participants are informed at the beginning of a course that, as part of their responsibility, they will be summoned as a group to return to the learning centre and individually present evidence of having applied the learned skills. Participants are required to describe positive and negative experiences with their co-workers in terms of skill application.

The data provided by course participants during training impact audits is used to evaluate course content, methodology, and delivery. According to the company, the learning that takes place within the group during these sessions more than compensates for the cost to return the participants to the learning centre.

▪ cross-group processes

Northern Telecom has recently moved to cross-group processes to activate the group-think concept. The company has restructured the role of its middle managers, placing emphasis on cross-group processes within business units. Internal boundaries within business units have been eliminated, and managers are encouraged to build a common focus with their peer business units. By developing initiatives to reward employees and driving the process of self-directed learning, the middle-manager role of command and control gives way to that of facilitator/manager/coach.

▪ problem-solving through video conferencing

The Canadian Centre for Management Development's pilot program uses video conferencing as an organizational learning approach to business problem-solving. In its most recent initiative, seven sites within the public service across Canada were linked via video to collectively address a management problem. Public service executives at each site discussed the problem through the interactive video technology and presented their individual approaches to its resolution to the Centre. The information was then analyzed by staff at the Centre and, through the technology, communicated to the participants. This technique proved extremely successful in terms of time savings and the group approach to management problem analysis and resolution. The Centre is extending the scope of this program by involving additional sites later in 1992.

▪ group conferencing

Nurses are using group conferencing techniques to develop organizational learning in the area of patient care. In groups, nurses address problems related to the clinical care of patients; ideas are exchanged and solutions developed using nurses with expertise in specific areas of patient care. In some cases, patients themselves become participants in the conferencing process.

In addition, multi-disciplinary conferences — which cut across department boundaries in search of solutions — are held at hospitals to address problems related to clinical procedures. Participants include staff from local agencies that support the health care field and members of the patient's family. The post-hospital care of the patient is a frequently examined conference issue.

LEARNING SUPPORT SYSTEMS

As demonstrated in other sectors, learner support is essential in building effective human resources development programs.

Techniques

▪ competency modelling

Competency modelling enables the organization to isolate only those learning requirements necessary to bring the employee up to an optimum level of performance, thereby eliminating unnecessary training. The corporation's philosophy is that if each employee is performing at the optimum level, the overall performance of the organization will be optimum.

At the Canadian Imperial Bank of Commerce, competency modelling starts by identifying the specific skills and knowledge (outputs) required of each position within the organization. It then attaches levels of competency to each specific skill, e.g., awareness, application, and ability to instruct. Having identified the skills of the position together with the optimum competency levels required of each skill, a graph is constructed plotting the optimum performance level in each skill. After competency testing to determine employees' specific level of competency in each skill relative to the optimum level of competency, their individual competency levels in each skill are then plotted on the same graph. The difference between employees' individual level of competency and optimum level of competency lines on the graph represent the amount of improvement or training required by the employees in each skill.

▪ career resource centres

The concept of the career resource centre is a key component of the Canadian Imperial Bank of Commerce's human resources development program. Internally staffed by human resource professionals, the CIBC centres are used by employees to identify areas within their repertoire of skills needing improvement. The centres, which use computer-based testing and analysis, also perform other key human resources functions including career planning, retirement planning, assessment, re-deployment planning, and career renewal counselling.

In the public sector, the Public Service Commission of Canada operates a similar resource centre designed to support public service executives who want an assessment of their managerial strengths and weaknesses.

In the nursing sector, some Ontario hospitals have formal counselling programs to provide career advice and learning support to employees. Examples include the Career Counselling Program at the Hospital for Sick Children in Toronto and the Self Assessment Program at the McMaster Medical Centre in Hamilton, Ontario.

▪ computer-based learning access

Du Pont Canada Incorporated's Education and Development System is a major program using the philosophy of continuous improvement and computer-based technology to support the learner. The user-friendly, computer-based resource system continues skills enhancement and personal growth, assisting the learner to achieve career goals by recommending specific training based upon an understanding of employee requirements. The system is a co-ordinated, focused approach to education and development which the learner can access in the office environment.

The computer-based system covers all aspects of information required by employees, from directions on its use to feedback from employees. Learners can obtain information on their roles by accessing the work to be done and the competencies file. By using another information bank, the system can then provide the learner with a recommended list of training opportunities, e.g., reading, self-directed learning, or a group course, to further develop their skill in each competency. Individual learners are responsible for discussing requirements with their supervisors.

▪ on-the-job coaching and job shadowing

At Molson Breweries, newly hired sales representatives benefit exclusively from on-the-job experiential learning. Rather than a classroom explanation and analysis of business accounts, the sales representatives receive on-site coaching before and after account calls. Sales representatives are taught self-assessment skills by their mentor to identify areas requiring improvement in relation to sales dynamics.

Job shadowing is used as a support to the learner in the private sector, teaching, nursing, and the public service. New employees are assigned coaches who are usually experienced employees and, in some cases, line managers. This process — in which learning is experiential and application is instantaneous — moulds employees into committed individuals.

In the health care field, graduate nurses are being assigned formal mentors in the hospital environment. The more experienced nurse acts as a player/coach to the graduate in terms of work responsibilities and skills. As part of this program, experienced nurses can take courses which teach them mentoring skills.

- **educational assistance plans**

Educational assistance plans, designed to support continuous learning, are available to employees in most other sectors. The vast majority of organizations require their employees to take courses which are relevant in some respect to their job; full tuition is usually reimbursed upon successful completion of the course.

- **continuous in-service learning**

Many hospitals are encouraging their nursing staffs to value the importance of continuous in-service learning, which emphasizes the importance of keeping current in an ever-changing field of work. Several hospitals have full-time, in-service trainers within their respective institutions.

In the private sector, the responsibility for in-service training is beginning to fall on the line manager, rather than a trainer independent of the business unit.

Teachers can take department courses, specialist courses, and principal's courses to upgrade their skills and further develop their competencies to move toward greater responsibility in their profession.

EMERGING TRENDS IN LEARNING SYSTEMS

The reviewed sectors are using a variety of interesting techniques to improve their learning systems.

Techniques

- **flexible delivery systems**

In the past, the how/when/where of training delivery as well as the components of the training curriculum were rigid; currently, the trend is toward increased flexibility.

Training programs are becoming modular, e.g., specialty training is being delivered via a series of one-week modules throughout the year. Employees are conducting and accessing training programs on-site, thereby eliminating the need to move employees to centrally located training centres. Training programs are being marketed in self-study packages enabling employees to learn in the workplace or at home. Learning is no longer a "nine to five" proposition; many developmental courses are being conducted during the evening hours. Such courses usually meet one evening per week to accommodate the learners' time schedules.

■ toward standards and job definition

Other sectors are moving toward training standards formalized for various levels within organizations, and jobs are being defined in terms of competencies.

Many private-sector corporations are basing their learning requirements on core competencies. Individual competencies are identified and measured against those required to perform the particular job.

In the field of health care, legislation now in the draft stage will eventually regulate many of the professions. Regulations will define the scope of practice for registered nurses and nursing assistants in Ontario, together with specific health procedures restricted to registered nurses. Standards of practice for registered nurses and nursing assistants are defined by the College of Nurses of Ontario.

Teaching standards are defined in the regulations of the *Education Act*, together with the qualification necessary to teach specialist programs within the school system. These regulations include basic requirements to become department heads, vice-principals, and principals within the education system.

As a result of the trend toward benchmarking and job definition, human resources development programs are evolving into learner-centred systems. Individual learners are encouraged to develop their learning requirements with support from the organization.

■ consulting the wider environment

Many private corporations are convinced that it is in their best interest to be aware of the best practices of other companies. At General Electric, the "Best Practices" Program teaches its participants three lessons: other companies have excellent initiatives from which General Electric could benefit; companies that continually audit their practices and processes find it valuable; and processes need owners, i.e., people with cross-departmental responsibility and authority. This program sets out to eliminate the "not my department" syndrome within the organization.

Similarly, the federal public service has tapped into major learning, education, and development initiatives beyond its boundaries. Public service management schools, such as the Canadian Centre for Management Development — which develops and administers executive management courses for the federal public service — are beginning to open their doors to executive candidates from private-sector corporations and the Ontario public service.

Nursing education is moving away from institutionalized health care facilities (such as hospitals) being the community's main learning environment for training and developing nursing students. As health prevention becomes an important factor in the health care field, the nursing profession is becoming more health-oriented — as opposed to illness-oriented — in its approach.

Similarly, the teaching profession is realizing that the academic institution is not the sole environment for teacher training. As briefly described earlier in this chapter, York University's pilot program is a community-based approach to teacher education and training in the elementary school environment.

■ organizational learning

The benefits of organizational learning are evident in the various learning, education, and development initiatives currently operating in other sectors. Because this approach maximizes human resources potential in terms of creativity, group problem-solving, and employee commitment and does "different with less", it has become an attractive way to achieve traditional goals in the current fiscal environment. The trend is toward rewarding group achievement rather than the more traditional individualistic approach to developing human resources.

Effective and proven organizational learning strategies operating in other sectors include "workout" at General Electric, the Quality Circle Program at Honda of Canada Manufacturing, patient reviews and conferences in the nursing profession, and the community-based approach to teacher education. Organizations and professions are realizing that learning systems are effective only if all learners collectively participate to achieve desired results.

▪ the evolution of training departments

The classroom lecture/instructor method of teaching is declining in popularity and use. The private sector and the public service are experiencing low effectiveness levels with this approach to skill development. Classroom learning sessions are now confined to short lecturettes, immediately followed by application of the skill. The trend is toward seconding persons with current expertise to staff training departments.

Private-sector corporations including Northern Telecom, Du Pont, and the CIBC have downsized the number of permanent staff trainers, favouring flow-through (seconded) trainers from various business units within those organizations. To illustrate, approximately 10% of faculty at the Canadian Centre for Management Development are permanent trainers; the balance is seconded from federal public service departments, universities, and the private sector. Seconded instructors, fresh from their field of work, are perceived as having higher credibility and as being in a much better position to identify with the real business issues facing the manager of the 1990's. By continually referring to current management issues, seconded trainers ensure that learning in the classroom environment is vibrant and contemporary.

▪ linked-learning programs

Human resources development programs in both the private and public sectors are becoming a series of linked building blocks which support each other. This structure is specifically designed to advance the employee's development in stages, building on prior learning.

The federal public service has a separate development program for each of the three levels (middle manager, senior manager, and executive) that link and build on each other as the career public servant progresses through positions of increasing responsibility.

The Career Assignment Program (CAP), operated jointly by Treasury Board and the Public Service Commission of Canada, is an integrated career development program designed to assist individual organizations and the public service as a whole to develop high-potential middle managers.

Building on the CAP program, the Federal Public Service Management Trainee Program identifies individuals with the potential to excel as managers by exposing them to a wide variety of practical and challenging work assignments and learning opportunities.

The Executive Development Program rounds out the career public servant by offering a selection of specific courses to improve particular executive skills and knowledge to lead and manage in the federal public service.

- **experiential learning**

The practical application of learning is becoming the key approach to human resources development, in both the private and public sectors.

On-the-job learning supported by formal mentoring programs is emphasized in the private sector. Line managers are expanding their role by becoming responsible for coaching and training, traditionally carried out by independent trainers.

Nursing education is heavily weighted toward clinical experience in terms of the number of hours of program instruction. The program for nursing students is composed of 2325 hours of instruction, 1625 hours of which are devoted to clinical application of the skills.

The four-year B.A./B.Ed. program leading to an Ontario teaching certificate maintains a heavy emphasis on practice teaching during the program. Students in this program spend approximately one day per week in the classroom environment applying the theory acquired in the academic institution.

Public-sector educational institutions have a marked preference for simulations, role plays, syndicate exercises, presentations, and group problem-solving. Candidates learn by doing.

- **broad-based executive development**

In both the private sector and the Ontario and federal public service, human resources development at the executive level is moving toward a more broad-based approach in terms of exposing candidates beyond their current environment. Executive candidates learn management skills with candidates from other sectors. Popular teaching methodologies include executive exchanges and the case study approach to problem-solving.

Project-specific secondments and exchanges with other sectors are available to executives in the Ontario public service. Developing strategies to nurture developmental opportunities such as these is crucial for the broad perspective required of government executives. Continued private-and public-sector exchanges and those involving other jurisdictions are currently in the planning stages.

CONCLUSION

This chapter has focused on many learning initiatives and techniques used by a range of organizations, both public and private. After examining their respective philosophies of learning, the Committee believes that many of the characteristics of learning systems in other sectors can be transferred to assist the policing community as it enters the 1990's.

The systematic development of the corporate capacity to learn has become imperative, due to the rapid rate of change. Organizations can develop organizational excellence if they promote learning, innovation, and freedom for their employees, enabling them to "continuously improve" and perform at new "personal bests".

SECTION C:

FUTURE CHALLENGES

Chapter 5

ONTARIO'S CHANGING SOCIETY AND POLICING ISSUES IN THE DECADE AHEAD

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INTRODUCTION

The Strategic Planning Committee on Police Training and Education conducted extensive research into, and consulted a variety of groups about, the changing society and its projected effects on future policing issues.

This chapter is based on information from two main sources: the Committee's *Report on Future Policing Issues for Ontario*, and *Future Trends in Society — An Ontario Perspective*, produced by the Ministry of the Solicitor General, in 1991. During the consultation process, groups provided an extensive list of issues that they believed would have a profound effect on policing in the future. After noting that certain issues were repeatedly mentioned during discussions with the various groups, the Committee compiled the following list (in no particular order) of the ten major issues:

- demographics;
- community policing;
- accountability;
- financial issues;
- growth of private policing;
- police officer safety and stress;
- technology;
- changing crime trends;
- organization and management; and
- public expectations.

POLICING ISSUES OF THE FUTURE

Demographics

Ontario is experiencing a baby-boom echo and will continue to experience this phenomenon through the 1990's, as baby boomers, presently aged 29-44, have their children. Conversely, the aging of society will become the most prevalent feature by the year 2000.

The family structure is also changing in Ontario. The number of non-traditional households will increase. The traditional family structure, although still accounting for 63% of households, is on the decline.

Immigration plays a continuing part in the future make-up of Ontario's population. In 1989-90, Ontario's population growth was the result of: 44% natural increase; 61% net international immigration; and -5% net interprovincial migration. Approximately 75,000 new Canadians arrived in Ontario each year in the past decade. However, international immigration has increased to over 110,000 per year in the past several years and could increase to over 160,000 in the following years. This influx of new immigrants, which will also create a larger visible minority population, will produce a need and demand for serving a greater diversity of languages and cultures.

In 1988, the majority of immigration landings in Ontario were in Toronto. This trend will continue over the next few years, with the population of the Greater Toronto Area forecasted to grow to approximately 5 million by the year 2010. During this period, northern Ontario's share of the overall population will decline.

Projections indicate a rising number and proportion of elderly people over the age of 65 in the latter part of the 1990's. This could translate into increased emergency calls for service and may create changes in service demands for housing, health care, and social assistance.

The next two decades will be a period of labour shortage, workers will be much older on average, and women will account for almost half the labour force. If projections are accurate, such changes will create several social and economic factors including fewer children, higher educational attainment levels, expanding employment and career advancement opportunities, and a family standard of living and lifestyle that require two income earners.

It is expected that by the year 2000, members of minority groups will comprise half of the annual growth in the Ontario labour force. The workplace and workforce will also be required to adapt in the face of demographic and economic changes.

According to the 1986 Census, the educational attainment of the Canadian population continues to rise. The number of people who have graduated from university or community college is increasing; in 1990, 13.8% of the national labour force held a university degree. (Sharpe, 1992) However, there is still a large portion of Ontario's population that does not complete high school. This group is at extreme risk, less likely to achieve higher education, and more likely to be functionally illiterate.

In 1991, the average age of recruits following basic and intermediate constable training at the Ontario Police College was 26 years of age, although most recruits were younger than this average age. Over half (54%) had completed four years of secondary education while 41% had completed five years. Thirty-eight percent had completed community college diplomas; of this number, two-thirds had taken police-specific programs. Twenty-two percent had completed university degrees, and another 15.7% had undertaken some university studies but had not completed a degree. Only 12.4% of recruits had never attended a post-secondary institution. (Ontario Police College, 1991)

In the 1990's, the new jobs will require both higher levels of education and a range of different skills. The Economic Council of Canada reported that, currently, 12% of jobs require post-secondary education and that this proportion is increasing. (Betcherman, 1992) Therefore, retraining will play a major role in the restructuring of organizations to ensure that they remain competitive and effective.

Three groups have been targetted as requiring additional training. The first group comprises the 20% of the adult population who are illiterate; these people lack basic reading, writing, and comprehension skills. In a society where the number of low-skilled blue-collar jobs is continually decreasing, illiterate people will have an even more difficult time finding work. Therefore, it will be important to ensure that this group receives specific training.

The second group deals with the next generation of workers who are inadequately educated, lack the skills to maintain employment and/or are victims of poverty. These people will require training and assistance in acquiring a job.

The third and largest group consists of workers and employees who are currently employed, but require retraining to ensure they maintain pace with developments in technology and other areas of business. It is estimated that 75% of all workers will require some form of retraining by the year 2000.

Community Policing

Community policing stresses a strong police/community partnership in addressing local crime and disorder problems. In conjunction with the police, the community becomes responsible for order and safety. In the future, societal problems will become too complex to be handled solely by the police; public involvement will be crucial in crime control and order maintenance.

This partnership between the police and the community is necessary because of the increased demands being placed on the police by the communities served. It has become essential for the police to create links with various community groups; these links help the police to determine their priorities. Such links also provide the police with a broader perspective and enable two-way communication between the providers and users of the service. Police organizations believe that their work will be enhanced through the introduction of community policing, because it will allow officers to become more creative and thus be a source of motivation. The result will be a more productive, effective, and efficient police officer.

Every community is unique and so are its problems. Community policing gives autonomy to the local police organization to interact with each individual community and produce community-specific solutions. Through this process, the satisfaction level for both the community and the police will increase because they will have discussed the problems outlined and participated in the problem-solving process. Solutions will emerge from discussion of jointly-identified problems. The changing role of the police officer and the increased public involvement in policing will require the training of all officers at all levels, to enable them to understand and adapt to these challenges.

Accountability

Accountability will play a major role in the future of policing, and it will be up to police organizations to respond and adapt to these new demands. Because policing is a public-funded service, the public demands greater input into its operations.

Police forces in general, and individual police officers in particular, have come under increased scrutiny in the past few years; this trend will continue. Police organizations are being closely examined by the various levels of government as well as the public. The legislation, formalized reviews, and investigative units that have been established to oversee the police are further evidence that police accountability is substantially increasing. However, the important underlying issue of accountability is that of public confidence.

Special interest groups – often highly critical of police – are emerging, either in reaction to concerns raised by their constituents or perceptions by the group that the police are not being receptive to their needs and expectations.

The public's demands and expectations with regard to police activities have not produced any formalized guidelines. However, as discussed in community policing, each individual police division or detachment must initiate links with their various communities and formulate mutually agreed-upon implementation plans to further the goals and objectives articulated by the local police services board in consultation with senior management. In the future, the police will be required to work in conjunction with the public to accomplish mutually agreed-upon strategies. The public has become more knowledgeable about individual rights and laws in general, and has developed a greater interest in the daily police operations.

With all levels of government professing that they are open and accountable to the public, public scrutiny will continue and probably increase. Therefore, police organizations should accept and welcome the public involvement. The police need the public's support to operate effectively, and thus should make every effort to consult and discuss the various issues, problems, and solutions they will undertake, on the public's behalf, to maintain a safe and secure community. This ongoing interaction may very well assist police organizations in establishing a clear role and goals for their officers and thereby increase job satisfaction as well as morale.

Financial Issues

Financial resources are the focus of much attention, and this will continue to be an important factor in the development of policing. The confidence of the public in the ability of the various levels of government to effectively manage their budgets has been seriously eroded. The tax increases needed to offset increasing demands and substantial increases in the costs of public services, including the police, have become areas of concern.

In the future, growth in funding to police organizations will be slow, requiring them to improve the efficiency and effectiveness of service delivery to the public. The police may have to delegate or devolve altogether certain areas of responsibility to enable them to function within their budgets. As well, the police will be required to enter into partnerships with other social service agencies to ensure that the demands of the public are met with minimal cost to the taxpayer.

The government, along with police organizations, must restore public confidence. Access to public funds will be increasingly contingent upon instituting open, collaborative, validated, and value-driven processes for resource allocation.

The open and public reviews of the police budgets will assist in creating a working relationship between police forces and the communities in which they serve. This will help to build an understanding between the two groups and promote a better understanding of the difficulties and concerns that each is encountering.

Police organizations must re-evaluate their internal structures and policies. This re-evaluation will maximize their effectiveness and improve their management of the resources that have been allocated to them by the public.

Growth of Private Policing

The private policing industry has grown substantially since 1975 and will continue to grow at an even more rapid pace, as a result of increased demands by the public. The major reasons for the growth in private policing are:

- an increase in crimes in the workplace and in their complexity;
- an increase in fear (real or perceived); and
- an increased public and business awareness and use of the more cost-effective private security products and services.

The large growth in private security has been further influenced by the perceived inability of police organizations to adequately respond to the needs of businesses and the other organizations.

Police Officer Safety and Stress

Police officer safety and stress have been identified as important issues in the future of policing. The increased police involvement in violent incidents across Canada is raising the profile of officer safety, and this has created concern for the police officer on the street. Senior police personnel have continually stated that they are extremely concerned about the safety of their officers and believe that training must be continually updated in areas such as firearms and self-defence. They also stress the point that the officers should be outfitted with the most reliable and efficient equipment available.

Police forces function solely on the ability of their personnel. To ensure that they attract the best qualified candidates, police forces must treat their employees equitably and fairly. Business organizations have come to realize that employees are the organization's most important assets and thus should be treated accordingly. Police organizations have come to the same realization and have begun placing greater emphasis on their officers' health and safety.

Stress will continue to be of concern in both the business world and in policing. The increase in stress-related incidents can be attributed to several causes: the increased demands being placed on the police due to decreasing resources; an increased level of violence encountered by officers on a regular basis; the increase in police accountability; and the internal demands of day-to-day operations.

Technology

Technology will affect policing's future in two ways: (a) type of crime committed with the use or assistance of technology (for example, computer fraud); and (b) the daily operations of police organizations will be enhanced through the use of technology.

The rate of technological change is such that police organizations will have a difficult time keeping pace. It will become necessary for police forces to hire contract workers instead of permanent employees to ensure that the police maintain the appropriate, up-to-date expertise in these areas.

Information systems are an important function in the police field. Technological experts will aid the police in developing programs to assist them in their operations.

Senior police personnel believe that all police personnel will need to be computer-literate. They also suggested that: (a) a compatible, province-wide computer system for the police forces was needed; and (b) the provincial government should provide the leadership on this issue.

In addition to computer equipment, technology refers to other items such as firearms, vehicles, and communication systems. The advancement of this type of technology will greatly enhance the efficiency of police organizations.

Changing Crime Trends

The two most obvious changes in crime trends are technological crime, and an increase in reported violent crimes.

Technological crimes such as electronic impersonation and the abduction of computer systems or databases are becoming more prevalent due to the growing sophistication of computer systems.

Between 1979 and 1988, violent crime increased 44.6% in absolute numbers. Senior police personnel believe that there will be an increase in drug-related crimes, youth gangs, and number of firearms offences. They cite a general breakdown in discipline within society and an accompanying lack of respect for other citizens as the major causes for the increased violence.

Organization and Management

Large private-sector organizations are going through major restructuring processes and it is believed that this will continue for the next several years. The most notable changes will occur in the area of management. It is estimated that over the next 20 years, large businesses will reduce the number of levels of management by one-half and will reduce the actual number of managers by two-thirds. As a result, all employees can be expected to participate more actively in the decision-making process and take on more operational responsibility.

Police organizations are expected to adopt the management philosophies and practices already implemented by large private-sector organizations. This will result in the flattening of the police organization, thereby reducing opportunities for promotion and increasing responsibility for each officer in the decision-making process at the organizational level.

Organizations also will place greater emphasis on developing systems to forecast future trends, thus enabling them to be better equipped to handle these changes. Police organizations have established units responsible for environmental scanning, operational review, program design, and evaluation.

Management requires improved skills in the area of human resources management as well as a stronger emphasis on planning and communication skills. Proficiency in these areas will be an important requirement for police managers in the future; this Final Report discusses the importance of organizational learning as a response to this need.

Public Expectations

The public's expectations have increased over the past several years and will continue to do so for the next few years. Their involvement and demand for knowledge relating to the operations of all levels of government, including the police, are a result of the public's skepticism. The public believes that they, as taxpayers funding government and police, have a right to be informed of decisions and their underlying rationale. In general, police organizations have agreed with the public and have created links with community groups, business organizations, and special interest groups to achieve input from the community as a whole. The community's involvement will continue to grow and will require the police to be more accountable for their day-to-day operations. The police will be required to justify the policies and procedures implemented by their organizations. As an example, police are responding to demands by the community for greater disclosure and dissemination of information regarding threats to public safety, such as sexual offenders in neighbourhoods. Communication between the police and the community will ensure that the rationale for police priorities is understood.

The police have established community committees and hired public affairs officers to educate and inform the public of the various statistics and information regarding police operations and priorities. For example, there are more than 1 million bicycle thefts in Canada every year; with current resources, individual police response to every theft is impossible and cannot be a priority police task. Effectively communicating this type of information should minimize any unrealistic expectations that the public may have of the police.

CONCLUSION

The ten major issues outlined above will drive the future of policing.

Training is an integral part of these future issues. Police organizations will be required to increase, change, and improve their training in order to meet the numerous changes occurring within society.

One response to the changing society will be the method used to train police personnel. Training is fundamental to how police organizations operate. If organizations want to ensure their labour force is flexible and adaptable to the changing environment, their employees must fully embrace training programs. The method by which organizations train their employees is changing; and the police organizations will be required to alter their methods to maximize cost-effectiveness in providing learning opportunities. Businesses are incorporating a hands-on approach, emphasizing learning on the job. This process decreases the actual cost of training and increases the relevancy of the material being taught. The police will be required to adopt similar methods, to meet their needs as well as those of the public.

The adoption of leading-edge practices observed in other sectors will enable police organizations to better fulfil their mandates and be responsive to the community.

Chapter 6

SYSTEMIC LEARNING REQUIREMENTS
FOR
FUTURE POLICING ISSUES

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INTRODUCTION

This chapter briefly outlines the four systemic learning requirements, dictated by environmental and other concerns, for police across Ontario in the near future. The Strategic Planning Committee On Police Training and Education has also issued three other reports that deal specifically with this area: *Report on Strategic Learning Requirements for Police Personnel*; *Report on Future Policing Issues for Ontario*; and "Report on Strategic Learning Requirements for Police Educators".

The four main areas, identified by Melchers and Hastings in *Report on Future Policing Issues for Ontario*, deal with organizational development, community consultation, co-ordination, and communication.

LEARNING REQUIREMENTS

Organizational Development

Police organizations must adapt and develop themselves in areas such as environmental scanning, strategic planning, operational review, program design, and evaluation to ensure flexibility and internal readiness for change.

Environmental scanning must be conducted at both the macro and micro level. For example, environmental scans at the corporate level will assist senior police management in determining organizational goals and objectives. It is also important that each detachment or division conduct an environmental scan on individual communities to assist them in prioritizing their goals and objectives. If the different environmental factors are specifically identified and assessed for each community, the police will be able to react more effectively.

In response to societal changes, police organizations need to restructure, thereby improving internal management, in response to societal changes. Supervisors such as sergeants are responsible for managing the front-line officers; their current duties do not, for the most part, include reflection on, and revision of, practices to take account of the changing environment. However, senior officers are responsible for managing and moving the system as a whole. Therefore, to maintain an effective organization, senior officers should be examining and encouraging all officers to review their organization's structure as well as re-evaluating its strengths and weaknesses. As a result of these re-examinations, the senior officers should modify their plan and alter their organizational structure to best meet the needs of the police organization as well as the community they are serving.

Throughout the Committee's consultations, numerous senior officers said they needed a supervisor or manager who could motivate, or who was special, to implement certain programs. Instead of requiring a unique or special person to move the system, the senior officers should develop or create a system that will achieve organizational goals even when staffed by people who are not "unique or special". (Bayley, 1991)

Traditionally, areas such as environmental scanning and strategic planning have been considered management functions and usually have been established as a separate unit in Headquarters. However, the information collected and produced by these units was either not disseminated to the majority of the other police officers, or field officers believed that this information was not operational. Organizational development skills must be integrated throughout police organizations to enable them to: (a) meet the changes that will be demanded of them; and (b) focus on the quality of operations in the future. The integration and dissemination of this information to all police officers will enhance their understanding and increase the effectiveness of the specific program being implemented.

Community Consultation

Police organizations must incorporate community consultation into areas dealing with the decision-making process and policy development. The police will have to develop new knowledge, skills, and experience in community consultation to establish the demands and priorities identified by their various constituencies. Community policing is not a self-contained program; rather, it is a method and a style of delivering most police services. Because community policing is a philosophy rather than a program and is constructed on community consensus, police organizations will have to alter their methods to include the public to a greater extent. The community must be treated as an active agent and partner in promoting security. It is evident that, with the levelling-off of public funding, the community's human resources will have to be mobilized to assist the police in "fighting crime". The effectiveness of community policing is measured by the degree of public co-operation received and by the absence of crime and disorder in a community. (Bayley, 1991)

Enhancing interpersonal skills will facilitate police/community interaction. The ability to feel and demonstrate compassion, sensitivity, understanding, and tolerance will assist officers in building a working partnership with the community. Improved interpersonal skills will also enhance the ability of police officers to function in a better educated and more diverse workforce.

Future police managers will need to develop more democratic, participative leadership styles to strengthen the understanding that needs to occur between senior police personnel and the front-line officers. Only through this open, two-way communication can the ideology of community policing be implemented and be successful. Senior police personnel must also devise strategies for building partnerships between the police and the various communities. The success of this approach will depend on the program's development and implementation process.

Co-ordination

The levelling-off of funding will require police organizations to re-evaluate how their resources are allocated. Subsequently, the police will come to the realization that some activities must now be diverted to other social organizations. Therefore, co-ordination skills will be required to orchestrate inter-agency involvement in response to community problems. Information will be shared, based on each organization's structure, policies, responsibilities, and its capabilities to react and handle certain situations. Inter-agency policies will have to be developed and then disseminated to the front-line workers of each organization involved.

Co-ordinating with the various agencies that assist the community should: (a) decrease the burden now being felt by police organizations; and (b) more effectively utilize other social agencies. This agency networking should benefit the community by presenting a more efficient and effective program with the minimum duplication of services. The inter-agency system will initially require a substantial amount of patience and understanding by all people involved. This program can only succeed with a positive joint effort by both senior personnel and the front-line workers who will be expected to implement these programs.

Communication

Throughout all the research and consultations, communication was the one learning requirement that was consistently addressed. Two distinct types of communication were emphasized: individual communication skills and organizational communication systems. Individual communication skills refer to the ability of officers to interact with other members of their organizations as well as with members of the public. Organizational communication systems refer to the ability of the organization as a whole to create a system that coincides with their strategies and will adapt with the changing environment.

Communication is an integral part of the learning organization and will play an even larger role in policing in the future. Many police organizations have recently undergone strategic planning exercises, developed mission statements, identified core values and strategic objectives, and established collaborative and validated processes for establishing and reviewing priorities for the allocation of resources. The ongoing challenge will be to ensure that these ideas are effectively communicated both internally and externally.

The need for excellent communication skills at all levels of policing will increase. The growing amount of community involvement will require police officers to actively facilitate or present programs or ideas to various committees or community groups. As well, middle managers will be required to conduct press conferences, chair committee meetings, and organize community groups to liaise with the police. Therefore, it is important that all police officers are able to communicate effectively in order to represent their organizations as effectively as possible.

The increased scrutiny faced by police organizations, combined with the demand for accountability, will require police spokespeople to be excellent communicators. The ability of police organizations to effectively present their policies, procedures, and positions will help create understanding and co-operation by the community and thus allow more efficient operation.

CONCLUSION

Systemic learning requirements can be classified into four main headings: organizational development; community consultation; co-ordination; and communication. These skills will assist police in coping with the numerous changes that lay ahead. However, these are not the only learning requirements. Police organizations must ensure that their employees are capable of continually learning and adapting to new situations as they develop. Organizations that place a great deal of emphasis on their workers and their continual development are the only ones that will keep pace with future changes. These systemic learning requirements are the overall responses to the policing issues previously outlined in this section. They also provide a framework for the development of the learning system which follows and for the individual learning requirements described in detail later in this Final Report.

Chapter 7

POST-SECONDARY EDUCATION
AND
STRATEGIC LEARNING REQUIREMENTS

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INTRODUCTION

In the context of designing a Police Learning System for Ontario, the Strategic Planning Committee on Police Training and Education came face-to-face with the contentious issue of the relationship between formal educational requirements and the performance of police roles and duties. The Committee spent a great deal of time and effort on this issue. To help guide discussion, the Committee sponsored two pieces of research. The first piece of research, which is a literature review on the subject of the value of higher education for police officers, appears as an appendix to the second piece of research, the Committee's *Report on the Relationship between Higher Education and Police Learning Requirements*.

The Committee focused on the issue of whether a college or university degree should be required as a condition of recruitment or entry into policing, or at least as a prerequisite for promotion into specialist or management functions and duties. The basic question is whether higher post-secondary educational requirements would result in improvements in the levels of knowledge, skills, and abilities required of police officers either now, or in the future. Unfortunately, this is not an easy question to answer: there is a great deal of controversy over how the question should be framed, and much disagreement over how to design and interpret the research in this area.

At a general level, there is broad-based agreement over what a college or university education should provide to any organization which raises its educational requirements. At the individual level, raising educational entry standards is expected, in the relatively short term, to result in better performance either through improved job skills or improved attitudes, or both. In the longer term, more highly educated workers are expected to be more oriented to continuing education as part of their job. They are also expected to be more flexible, adaptable, and understanding of changes in work roles in the future. At the collective or organizational level, it is expected that higher education will favour changes in organizational culture and structure leading to: (a) greater flexibility and adaptability; and (b) an orientation to change as an expected and planned-for process within organizations. Finally, increased educational requirements are expected to raise the prestige ranking of both the organization and its individual members — a valuable resource in dealing with other organizations and with the larger society.

A great deal of research in this area has been carried out over the past few decades. In general, the pattern of the research findings shows that higher education is associated weakly to moderately, but relatively consistently, with some expected attitudinal changes (less dogmatic or authoritarian), some expected work orientations and practices (more autonomous and flexible), and some expected performance indicators (better relations with the community and fewer disciplinary problems). Better educated officers also appear to have greater communication skills. The overall conclusion is that higher education is a generally beneficial but not highly significant factor in improving the performance of front-line officers.

LIMITATIONS

Some important limitations affect the ability to prove or disprove the value of higher educational requirements on the basis of empirical research. There are three reasons for this situation.

First, the research seems to indicate that higher education is generally beneficial (or at least does no harm), but that it is not a highly significant factor in improving the performance of front-line officers. Many have jumped on the relative weakness of the research support to: (a) justify maintaining of traditional recruitment standards; and (b) refuse to invest human and financial resources in educational requirements which do not seem to have an immediate and significant impact on police performance. However, this misses the key point: the research record to date is almost irrelevant to the issue of preparing recruits for the future structure and operation of the police forces. The research is based almost exclusively on attempts to measure the impact of increased education on the performance of front-line officers in traditional police roles within current organizations. However, it is clear that policing is changing — this is especially true in the wake of the Ontario *Police Services Act* and its commitment to community policing. The very skills, knowledge, and personal attributes and attitudes characteristic of an ideal community police officer are those most likely to be improved through college or university education with a liberal arts orientation. The real issue is the performance of differentially educated individuals in restructured police organizations. In these circumstances, the research record is stronger in its support of the value of higher education.

Second, the research to date has focused almost exclusively on the impact of higher education on the performance of front-line officers, and has largely ignored the impact of educational requirements on specialist or management roles in policing. This is particularly interesting in that the police are one of the few organizations to lay claim to professional status which have not chosen the route of increased educational requirements (usually in the form of a university degree) as a precondition for entry into, at minimum, managerial positions. This is a requirement which few in the private or public sector would dispute. Even the military, which is often considered the type of organization most closely resembling the police, requires higher educational standards of its officer corps (and fast-tracks individuals who have acquired university credentials). The relevance of specific types of university education to managerial and specialist positions is likely to receive a great deal more attention as police organizations become more open and interactive in the process of the transition to a community policing orientation.

Third, the issue of the value of a liberal education and of higher educational requirements cannot be considered in isolation. As already noted, one factor is the relevance of the types of organizational changes which policing can expect to undergo in the near future. Another factor to be considered is the degree of resistance to the imposition of higher educational requirements, reflecting considerations independent of the focus of the empirical research. For example, some police officers resist the need for upgrading through formal education, preferring on-the-job training. Also, some are concerned about the potential discriminatory impact of higher education requirements on the selection process for various positions, i.e., being pre-emptively excluded on the basis of formal credentials rather than ability.

LESSONS FROM OTHER SECTORS

Realizing that the experience of other professions which have undergone the transition to higher educational requirements would be useful, the Committee examined the situation of teachers, nurses, and accountants.

In the case of teachers, the move to the requirement for a university degree was accepted with virtually no controversy and relatively little reference to empirical research. The generally accepted view is that all teachers should be mature and academically well-prepared, and that a university-educated person will be better equipped to cope with both today's and tomorrow's student.

In the case of nurses, the argument in favour of the requirement of a university degree is based on the belief that the primary role of the nurse will change and expand over the next decades. There will be a shift from sick care to an emphasis on health care; as a result, the role of nurses in the hospital will become supervisory, and their role in the community will expand and bear more responsibility. A great deal more emphasis will be placed on teaching and health promotion. Nurses also believed that increased educational requirements would enhance the profession's prestige, and facilitate access to an increased role in policy-making in the health sector.

In the case of accountants, the move to higher educational requirements was justified on the basis of a need for candidates to develop better reasoning and problem-solving skills, to be more accepting of change, and to be better prepared for the mathematical and technological demands of the future. Here again, there was little resistance to the move to higher educational requirements, and some conviction that such a move would both restrict access and give status to the profession.

It is interesting that none of the above professions has "looked back". This at least implies that the new requirements have not presented any long-term problems for either the individuals or the organizations involved.

CONCLUSION

The debate about educational upgrading in policing is part of a larger series of transformations in the organization and delivery of police services. The justification of educational upgrading should not be linked to the impact on the performance of traditionally defined policing roles and functions. Rather, the emphasis must be on what these roles and functions will become, and on the types of holistic knowledge, skills, and abilities that will be needed by police officers to perform these new duties in a competent manner. On the basis of the available empirical evidence, there seems to be support for the value of increased educational requirements, in the successful performance of the types of work associated with policing needs of the future. This is particularly true for the senior managers of police services. The real issue for policing in Ontario is the extent to which minimum educational qualifications should be increased and for whom. This poses the issue of the extent of emphasis the Committee wishes to place on increased formal educational requirements as opposed to other elements of the proposed Police Learning System.

PART TWO

A CONCEPTUAL FRAMEWORK AND A STRATEGIC ROADMAP

SECTION D:

THE CONCEPTUAL FRAMEWORK AND FOUNDATIONS

Chapter 8

DESIGNING A LEARNING SYSTEM: A CONCEPTUAL FRAMEWORK

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THE CHALLENGE

Identifying and tracking trends and emerging issues is an essential part of any preparation for the future. As seen in previous chapters, policing in Ontario faces a long and growing list of challenges over the next decade. Some of the implications will require difficult decisions and clear action plans; others require more careful analysis and understanding before they can be addressed. However, an additional challenge must be added to the list: How can Ontario's police personnel effectively prepare itself to meet the challenges of the next decade?

The ways in which learning is managed in the future could become either policing's biggest asset or its biggest liability. Successfully meeting this challenge is essential for comprehensively dealing with other issues.

THE NEED FOR A NEW APPROACH

Examining recent developments in the public, private, and academic sectors is useful in developing more effective responses to the issues and challenges. The Committee's research (*Report on High Impact Learning Methodologies*, and *Report on Private Sector Learning Initiatives*) has shown that, in general, "high performance/ high productivity" organizations around the world are discovering that remaining competitive within a rapidly changing environment entails supporting and implementing the idea that employees at all levels are partners in attaining the organization's goals and objectives. In order to make this concept work, both managers and employees need to understand and think about their roles and their functions in new ways.

As part of this overall task, many successful organizations have also begun to "re-think" the role and function of their training and development branches and sections. These organizations have begun implementing the idea that "learning has become the key developable and tradeable commodity of an organization". (Garratt, 1987)

Police organizations must begin to recognize the importance of learning in response to shifting future needs, and become skilled in managing it for maximum benefit and impact. The first step toward applying new learning concepts to policing is to re-examine underlying assumptions about education, training, development, and learning and what they can offer.

AN OVERVIEW OF LEARNING SYSTEMS

"Learning" is variously defined in individual or organizational terms. Generations of psychologists and educators have researched various aspects of human learning and how it manifests itself. The Committee's *Report on High Impact Learning Methodologies* briefly outlines some of the current thought on Adult Learning theory in particular. The following definitions are offered.

> *To most classical learning theorists [for example, Pavlov (1960), Thorndike (1935), and Skinner (1953)], as well as to more contemporary contributors such as Mezirow (1978), Lovell (1980), and Schon (1971), learning is basically a verb. It is an action, a process. These scientists are less concerned with the outcomes of learning than with the way learning is accomplished.* (Thomas, 1991)

> *Real learning gets to the heart of what it means to be human. Through learning we re-create ourselves. Through learning we become able to do something we never were able to do. Through learning we extend our capacity to create, to be part of the generative process of life. There is within each of us a deep hunger for this type of learning.* (Senge, 1990)

In contrast, many educators perceive learning as a primary objective in itself. As Thomas (1991) points out: "To people with this view, learning is primarily a noun, as in 'He is a man of much learning.' Learning is a sort of intangible possession that people work to acquire." This philosophy is at the centre of "traditional" or objectives-based education and training activity. It operates on the assumption that the teacher (or curriculum designer) knows best and contrasts sharply with more recent attempts to become more "learner focused". In fact, the importance or relevance of the learning objective varies as much as individual learners and their personal origins. The Committee has adopted the concept of learning as a verb and a process.

One way of putting these concepts into perspective is to think of education, training, and development as three types of "systems", each with learning as its goal and each with specific advantages and disadvantages in terms of preparing people for future challenges in the workplace. "Organizational learning" is a new way of managing learning in the workplace and has great promise as a relevant approach to preparing policing organizations for current and future challenges.

As with many complex ideas, the meanings attached to terms such as "education", "training", "development", and "organizational learning" depend largely upon the context in which they are used as well as personal experiences with their applications. In the world of police training and development, many of these words are used interchangeably, and this contributes to the general confusion when proposals for change are put forward. Acknowledging that many of these issues are debatable, each of these systems and approaches is further examined in terms of: definitions; roles and responsibilities; and underlying assumptions and emerging challenges.

Education

■ definition

> *We define education as a complex collection of actions, procedures, and predictable results through which deliberate instruction is provided to a designated group of learners, usually called pupils or students...learning is the act of an individual whereas education is a relatively coherent group of social activities usually associated with a particular institution or institutions.* (Thomas, 1991)

> *...education is best defined by the spirit and style of its inquiry and by the results that it seeks — not by any association with a particular subject matter....Education emphasizes a rigorous but broad and open-minded approach to subject matter; it encourages an active and questioning role for the learner, the exercise of individual judgment, and the development of broadly applicable skills.* (Johnston, 1986)

■ roles and responsibilities

Typically, the education system places a great deal of responsibility upon the individual learner or student. Once entry-level requirements have been met, decisions as to which courses of study to pursue, in what sequence, and at which institution are largely up to the student. Although student support systems exist, for the most part the responsibility of achieving academic success is placed squarely upon the student alone. If a "mature student" wishes to re-enter the education system for further development or upgrading of qualifications, the onus is usually upon the individual to obtain acceptance to a suitable program and pursue the requirements outside working hours and with little or no assistance from the employer or immediate supervisor.

In contrast, other than the learner's choice in selecting subjects to be studied, the identification and control of the actual learning goals or objectives is the teacher's responsibility. In this respect, education and training systems are very similar in that they both involve delivering generic subjects defined as important by educators or trainers to an audience which is (more or less) self-selected.

> *Clearly education must be concerned with specific learning outcomes and with the processes of learning needed for students to achieve those outcomes. Thus education cannot exist without learning. Learning, however, not only can exist outside the context of education but probably is most frequently found there.* (Thomas, 1991)

■ underlying assumptions and emerging challenges

In the policing context, the actual content and delivery of educational programs are typically assumed to be the sole responsibility of the "public" or formal education system: schools, colleges, and universities. Historically, the policing profession and Ontario's formal education system have had little contact. The Committee's consultations with representatives of the college and university systems indicate little or no systematic input to the education system regarding police learning needs, apart from encouraging input through advisory committees to specific programs (e.g., Law and Security programs at the community college level) and the occasional contract for a management development course delivered by a university continuing education centre specifically for a police service.

The Committee's research also indicates that a growing percentage of Ontario's current (and one might argue, future) police personnel are "consumers" of education, particularly at the post-secondary level. For Ontario's general population, significant evidence demonstrates that, as new generations achieve higher levels of basic education, they are much less intimidated by the education system and more motivated to engage in formal studies. They also tend to expect that their employers will support and encourage these activities as long as they can be related to current or future occupational requirements. In addition, many Canadians tend to pursue more education as much for the "personal satisfaction and improvement" benefits as for the "professional improvement", or promotional opportunities/benefits.

Given the complex policing challenges ahead, it is unlikely that a highly independent, separate, and largely internal system of police training and development will successfully fulfil all the needs of those employed or preparing to be employed in policing services. In fact, many of the skills identified as the "new basics" of policing (see Chapter 6, "Systemic Learning Requirements for Future Policing Issues") are broad generic skills of the type typically delivered by the formal education system. It is also clear that the formal college and university system is, to a greater or lesser degree, already providing similar basic requirements for other professions such as nursing and teaching.

For all of the above reasons, it is essential that the post-secondary education system be carefully reconsidered as a viable alternative for the provision of training and education to the police community.

Training

■ definition

Geis (1991) provides a commonly accepted definition of training:

> *...training is schooling which takes place inside the company. The mission of the training function is, simply, to supply training, often classroom instruction, as called for by managers or supervisors... . The trainer is essentially a school teacher, a stand-up instructor, a course developer, and a training purchaser in an industrial setting. Frequently, training is viewed by the organization as an add-on function, not integrated into the strategic plans of the business.*

The following definition is also helpful:

> *Training is conducted to teach employees to do specific, definable tasks. Often it takes place in a classroom away from normal working routines. In its most traditional application, it does not necessarily involve a critical thinking process. Training only requires that we learn a specific thing and follow the directions precisely.* (Honold, 1991)

■ roles and responsibilities

Traditionally, the training function in most organizations has been the responsibility of training departments, branches, or academies. In Ontario's policing context, training is usually delivered by members of training sections or units within police services or through dedicated facilities such as the Ontario Police College. Although police personnel manage the training function, course delivery is usually carried out by full- or part-time technical/subject matter experts, most often practising police personnel seconded to training duties for three to five years. Depending upon the specific subject being delivered, presenters can include external subject matter experts (e.g., judges and Crown attorneys).

The "trainees" or "students" are usually sent to locations away from their workplaces to receive set courses or packaged programs in classroom-based contexts.

The actual types of courses and programs routinely offered (or required as mandatory) are identified through organizational policy and practice and, to a very limited degree, by current legislation. Specific course content is identified and defined by a combination of inputs which range from extensive research on needs and requirements to sets of recommendations put forward by various committees.

In policing, the onus is on the individual trainee to pass tests or exams based upon the course content. Although the results are often linked to promotional opportunities, failure is uncommon beyond the recruit level and carries few consequences.

The identification and selection of candidates for training courses (beyond mandatory or basic training) is based upon a course calendar set out and circulated by the police colleges and/or internal training sections. Usually, personnel at the supervisory or senior police management level decide who attends these programs, based upon the course description and candidate availability.

■ underlying assumptions and emerging challenges

Policing services, like most large organizations, have placed an enormous amount of emphasis and cost on the provision and maintenance of internal training programs and services. In fact, training systems within today's North American organizations are, in size and scope, second only to the size of the public primary and secondary school systems combined. The figures and costs referred to in Chapter 18, "Costing the Police Learning System", demonstrate the magnitude of Ontario's current police training and education system alone.

Recent writers (Stone, 1991; Hall and Plumptree, 1991) have suggested that what many perceive to be a crisis in our traditional education systems is also a crisis for organizations facing a "new world economy". The "skills crisis" which was forecast for Canada in the twenty-first century is already happening and is inextricably linked with: (a) how well organizations can respond to the retraining needs of rapidly changing workforces; and (b) how well these retraining needs can be integrated with the education system and with other learning systems. The primary focus is no longer on preparing entry-level workers for today's jobs.

> *The economic future depends more on the men and women in the country's factories, offices, and shops right now than on the skills and attitudes of future high school graduates. If today's workers can do today's job — and tomorrow's — their companies will thrive. If they can only do yesterday's jobs, sooner or later their companies will fail.* (Stone, 1991)

This trend contributes to a major issue facing the traditional approach to training, i.e., the trainer and the training content are isolated from the environment and dynamics of the day-to-day realities of the work setting. This separation of training from the work setting is based upon the assumption that most work performance problems result from the employee's lack of some kind of knowledge or skill. The possibility that below-standard performance could be the result of a combination of many other factors (poor supervision, outdated technology, counterproductive systems, unclear expectations, etc.), is a relatively new concept for many organizations.

Another major assumption being challenged is that the "trainee" is a passive and ignorant body into which new and better knowledge and skill are poured. In the past it was felt that, for maximum impact, the instructional process was best carried out in a location where the learner could be surrounded by others like him/herself and far from the distractions of daily reality. Therefore, many organizations' training functions were separated from the workplace and became a secondary service of less significant value to the organization. Training was viewed as periodic "outfitting" in terms of basic skill development.

As the Committee's *Report on High Impact Learning Methodologies* points out, recent applications of adult learning methodologies such as experiential learning, self-directed learning, and computer-based learning have significantly challenged these assumptions. Certainly the practice of isolating learners or trainees for extended periods of time while they complete work-related course requirements is coming under scrutiny.

Although the role and function of a traditional and strictly defined training department will still continue to be important in providing for specific skill needs in the policing profession, the integration of this system with organizational priorities and plans must be reassessed.

Development

▪ definition

As the Committee defined it, development is ideally a planned, time-limited opportunity, or series of opportunities, for the employee to learn new skills and knowledge in preparation for a permanent move to a new role – either within the organization or externally. Using mutually agreed-upon objectives and outcomes, it allows for the development of greater decision-making and judgement skills, and the establishment of new relationships.

■ roles and responsibilities

Formal development schemes are usually separated from the training function and housed in the human resources or personnel management function or branch. As such, they are often associated with succession planning schemes and usually have only one significant goal: the preparation of specific individuals or groups of individuals for promotion.

Although policing organizations have well-developed and rigorous promotional systems and processes, candidates have very few opportunities to "try out" another position or role at another rank to determine whether there is a reasonable match between what the organization requires and what the individual is capable of or what he/she expects or imagines the role to entail. Instead, policing organizations tend to rotate all their uniformed officers through various assignments at the same rank (including generalist and specialist functions), mainly as needs dictate and only rarely as planned and supervised "development" opportunities.

In policing organizations with development or succession planning processes, only senior management is authorized to offer these opportunities. Because individuals are usually unaware they are being considered for developmental opportunity, they are given little or no responsibility for input about their personal career aspirations. Once the candidate has been selected for a developmental opportunity (usually an "acting assignment" or special project of some description), these responsibilities are reversed. At this point, the candidate is often expected to "sink or swim" with minimal feedback or forgiveness for the inevitable errors characteristic of someone new to a position or unfamiliar to the role.

■ underlying assumptions and emerging challenges

Unlike education and training systems, development is often identified as a "program". It is not usually considered as part of an organization's response to the need for individually-paced learning opportunities based upon a careful assessment of strengths, weaknesses, career goals, and organizational opportunities; however, when well-planned, it can meet both individual and organizational needs.

Until relatively recently, opportunities for participation in developmental experiences have been limited by either strict promotional requirements or organizational near-sightedness. Many organizations have experimented with systems designed in response to the growing need for qualified candidates to fill more senior positions through "fast-tracking" or rapidly accelerated series of developmental experiences. However, these approaches had many flaws, including the perception that candidates were unfairly selected, that they were moved too quickly to learn from their mistakes, and that they arrived at the top without the depth of experience, skills, or abilities for senior-level job requirements.

As a result, many organizations have re-examined their development systems and begun to move away from the primary goal of preparation for promotion and toward the goal of developing skills and potential for job flexibility, regardless of promotional opportunities. This approach allows individuals to achieve greater competency and professional development in a meaningful way through working at various assignments at the same level, rather than constantly aspiring toward shrinking opportunities at successively higher levels of the hierarchy.

This shift in approach also puts more onus on the individual to develop insights into his or her performance and to take a more active role in creating or negotiating for developmental opportunities, such as being a part of short-term assignments on special projects, task forces and/or exchange programs. The supervisor or manager must assume more of a "coaching/mentoring" role, and the organization's senior management team must clearly review and specify its future human resources needs and core requirements for each position.

During the Ontario police community consultation process, respondents were routinely asked where and when the most significant learning in their careers had occurred. A majority replied that their most valuable and meaningful learning experiences happened on-the-job and that a much lower percentage of significant learning occurred in the training classroom or at school. This type of feedback lends support for the growing need to better understand and manage mechanisms, such as planned developmental experiences, as valuable opportunities which support the learning needs and career goals of individual employees, as well as to prepare candidates for the human resources needs of each policing organization in the province.

Organizational Learning

▪ definition

"Organizational learning" — a less familiar term than education, training, or professional development — has only become a part of current learning theory, management theory, and management practice in the past 10 years. Using a holistic approach, this learning system is based upon the belief that in order to survive, every system, every organism, must continually renew itself. Although most organizations do this, their reactions are often far too slow to keep up with the pace of change in the surrounding environment. Therefore, organizations must become more conscious of the power of workplace-based learning as a significant asset and a source of strength and momentum behind continuous organizational improvement goals. According to Senge (1990), the members of learning organizations are continuously learning, and the organizations are continually expanding their capacity to create their future through collective learning as well as through adaptive learning. Learning organizations nurture new and expansive patterns of thinking, unleash collective aspiration, and provide an environment where people continuously learn how to learn together.

Organizational learning emphasizes on-the-job learning in small groups or teams using actual work issues to improve an organization's overall efficiency and effectiveness.

In some respects, organizational learning is not new; for example, planning and problem-solving are traditional tasks in all organizations. Today, however, the base of information sources has widened; not only are more people (including community members) seen as credible sources, more people at various levels of the organization are involved in different ways at different stages of planning and problem-solving. Organizational learning recognizes that opinions are based on information and it therefore focuses on processes to provide information and seek opinions.

■ roles and responsibilities

A growing number of private- and public-sector organizations and corporations of all sizes are adopting and working with organizational learning concepts and practices. These approaches place responsibility at three levels: individual, team (or group), and organization.

Individual: Each individual is responsible for engaging in purposeful learning aligned with the organization's needs. In organizations where individuals have been given responsibility for making improvements as well as authority to implement them, they are expected to act on insights arising from on-the-job learning.

> *Every individual in the organization is either actually or potentially learning on behalf of the organization... . Enlightened companies usually driven by the need to respond rapidly to changing market conditions tell employees to think for themselves and take action to solve problems. This is the equivalent of putting the power of organizational learning into the hand of the employees.* (Kramlinger, 1992)

Team/Group: In contexts which emphasize organizational learning, the team or group is responsible for working together to: share assumptions and insights; actively transfer their learning to others through dialogue and coaching; and collectively analyze and reflect upon the ways in which their own effectiveness (as well as the effectiveness of the organization as a whole) can be enhanced.

The contribution of teams to organizational learning depends on the accessibility of useful information, and the ability of the team to use this information for planning and problem-solving. Team meetings, debriefing sessions, and group learning experiences are the settings in which information is used to solve problems and plan changes. Careful planning is needed to ensure that the right people and information are available and can be used effectively during discussions in these settings. Successfully using these procedures and techniques for making such discussions useful depends on each team member possessing organizational competencies, including skills associated with chairing meetings, planning meetings and projects, and managing conflict.

Organization: At the organization level, responsibility for contributing to organizational learning becomes much more strategic and systemic. The organization needs a clearly articulated, well-understood, and fully-owned common purpose or mission. The fundamental role of learning as a driving process contributing to the achievement of this mission must be recognized, understood, and supported throughout the organization. Thus, the organization is responsible for building systems to provide adequate information and feedback to everyone on overall organizational performance. The organization is also responsible for facilitating and supporting individual and team learning by:

- encouraging risk-taking, experimentation, and development of new knowledge about "how to do the job better/more effectively";

- allowing groups and individuals to examine and question "the way it's always been done" in positive ways which contribute to the removal of roadblocks to effectiveness;

- creating systems to pass along and retrieve information and knowledge about "lessons learned" from other parts of the organization, thereby avoiding repeating mistakes or "re-creating the wheel";

- providing performance feedback systems which reward and challenge the efforts of groups as well as those of individuals;

- supporting the development of learning networks or alliances between members of the organization and other groups or organizations (such as those in the community or in other police services) which provide valuable sources of skill and knowledge development.

■ underlying assumptions and emerging challenges

Organizational learning is rooted in action research approaches to problems. Unlike scientific approaches that separate expert researchers from the people involved in the issues, action research approaches engage people in collecting, analyzing, and dealing with both the information and its application to problem-solving. This generates responsibility rather than "pass the buckism".

Another unique aspect of organizational learning is its emphasis on reflecting on, and learning from, past experience. Debriefing processes not only document activities, they also document more subtle aspects of how things were done; these become a focus for learning better ways to carry out tasks.

The snowballing support for organizational learning comes from a growing appreciation of the power of systems, of the durability of even dysfunctional patterns and practices, and of the integrated nature of organizational life. It is based on the demanding awareness that teams and departments have a powerful cultural grip on individuals. Team training, cross-functional, and diagonal task groups are examples of essential approaches leading to the acceptance and implementation of new ideas and skills.

Developing and implementing organizational learning concepts and practices in policing means challenging some basic and widely held beliefs about the effective management of policing organizations in some fundamental ways. It will be necessary to build support for the idea that using organizational learning approaches actually contributes to organizational improvement and effectiveness; and even more importantly, that these approaches can be as successful in the policing context as they are in the business and public sectors.

Implementing organizational learning concepts requires a shift in understanding "learning" to that which most effectively happens during everyday work experiences. Therefore, the policing organization as a whole (and not just training sections or police colleges and academies) must be responsible for the management of the learning.

CONCLUSION

Ontario police organizations will need to become more skilled in the "management of learning" in all of its contexts and through all of its systems if they are to successfully meet the most significant challenges of the next decade. Education, training, development, and organizational learning are the four key components of a learning system.

RELEVANT COMMITTEE RECOMMENDATION

Given the need for a holistic approach to learning, the Strategic Planning Committee on Police Training and Education makes the following recommendation:

Ontario Police Learning System

1. Establish and implement a systematic, integrated, and comprehensive approach to police learning in Ontario. This approach is to be called the Ontario Police Learning System and will include all education, training, development, and organizational learning activities related to the delivery of police services in Ontario.

Chapter 9

A MISSION STATEMENT FOR THE FUTURE POLICE LEARNING SYSTEM IN ONTARIO

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INTRODUCTION

The Strategic Planning Committee on Police Training and Education agreed on the need for a mission statement in developing a comprehensive strategic plan to meet the police training and education needs of the future. This chapter includes the final mission statement and the relevant rationale.

The Committee agreed that a mission statement for a Police Learning System would communicate a clear sense of purpose, and provide a consistent frame of reference for those planning to implement a variety of learning opportunities. Because the stakeholders are diverse and widespread geographically, a common point of reference is essential.

It was also agreed that clearly articulating a mission statement would provide a clear sense of direction for decisions about the allocation of resources. Specific goals, objectives, and action plans must be consistent with the mission and must move the Police Learning System in a positive and consistent direction.

The Police Learning System's definition and mission statement represent the Committee's recommended direction for police learning of the future.

DEFINITION OF THE POLICE LEARNING SYSTEM

> *The Police Learning System includes all aspects of police training, education and development, including all formal and informal learning that takes place in the workplace, in the community, and in educational and other institutions. It includes trainers, co-workers, supervisors, and managers as key learners and trainers.*

What is a Police Learning System for Ontario? The preceding definition, which introduces the mission statement, articulates the Committee's view that a Learning System is more than one organization or one aspect of police training, education, and development.

At the outset, several members believed that the Committee's primary task was to re-examine the role and function of police training institutions (such as the Ontario Police College, and the Ontario Provincial Police Academy), in the delivery of police training for the province. After exposure to research findings and several presentations on learning systems in other sectors, the Committee took a different focus.

According to the feedback received, as described in the Committee's *Report on Ontario Police Community Initial Consultation*, the majority of the most powerful and meaningful learning experiences take place during work hours, in the presence of co-workers and supervisors. In other words, despite a great deal of concern and emphasis on the "formal" learning programs delivered by police training institutions, an equally important aspect of police learning takes place in "informal", or work settings, without the assistance of instructors.

As indicated in the previous chapter, any strategy aimed at improving the management of learning, and therefore the enhancement of service delivery in policing, must include a full consideration and understanding of workplace-based learning.

In the delivery of policing services, the "community" is, in fact, the workplace and therefore the "learning place" for a large proportion of police personnel. A majority of Ontario's future policing challenges involve various aspects of a changing society, ranging from growth and change in crime patterns to changing community values and attitudes regarding policing. In many ways, members of Ontario's communities have become the informal "teachers" of policing through the ways they interact with police. Their lessons come in the form of how and why they request service, and how they respond to various styles and approaches of policing service delivery.

If workplace-based learning is consciously being added to the definition of a Police Learning System, the role and influence of co-workers, supervisors, and various levels of police management must also be taken into consideration. Certain styles of supervision and management have significant positive or negative effects on work performance as well as on what individual employees learn about workplace expectations and values. Especially in the early stages of implementing any new policing philosophies, policies, and practices (community policing being one example), employees look to supervisors and managers for examples to use as models for their own behaviour and attitudes. As a result, the Committee explicitly included supervisors and managers as key learners and trainers.

The Committee did not want to downplay the role and function of those employed in police training and education as instructors, trainers, co-ordinators, and faculty in Ontario's community colleges and universities as well as at the police colleges and training units run by various police services and by the Ministry. Therefore, with regard to the formal definition of a Police Learning System, the

Committee agreed that demarcating lines at traditional organizational boundaries was not useful or appropriate. The Committee deliberately chose to include all these individuals by defining them both as learners and as trainers in the Police Learning System.

Including these players in the definition of the Police Learning System does not necessarily imply that their activities in regard to police training and education will be controlled by, or dictated to, the Police Learning System. However, it does mean that each of these members has an important role to play, and that if the system is too narrowly defined, the significant influence and input of those who contribute to the learning of others may be lost.

MISSION STATEMENT FOR THE POLICE LEARNING SYSTEM: DEFINITIONS AND MEANINGS

> ***The Police Learning System enhances the ability of the police services of Ontario and their personnel to contribute to the safety, security and well-being of the communities they serve.***
>
> ***The Learning System advances the principles of the Police Services Act and:***
>
> (a) ***anticipates, responds to, and integrates the evolving needs and priorities of the community;***
>
> (b) ***promotes and supports a culture in policing that values continuous organizational and personal improvement;***
>
> (c) ***serves and respects the needs of the learner and provides a variety of planned learning opportunities throughout a career;***
>
> (d) ***fosters competence and professionalism;***
>
> (e) ***enjoys the confidence and support of the community.***

In addition to developing the mission statement and principles for a Police Learning System, the Committee agreed upon a definition of terms. The following section of this chapter presents these terms together with a fuller explanation for each segment of the mission statement.

Mission Statement: Opening Statement

> *The Police Learning System enhances the ability of the police services of Ontario and their personnel to contribute to the safety, security and well-being of the communities they serve.*
>
> The Committee defined police services and their personnel as follows:
>
> *Police Services: means police forces and Police Services Boards as defined by the Police Services Act, First Nations police forces (services) and their governing authorities together with those persons and bodies identified in the Police Services Act responsible for decision-making and/or the provision of direct services to police forces.*
>
> *Their Personnel: means individuals engaged in a police service as defined above.*

This opening statement and the accompanying definitions are designed to convey the message that the purpose and focus of the Police Learning System is not exclusively on front-line police officers or uniformed personnel in police services. By definition, it includes all those engaged in "decision-making and/or the provision of direct services to police forces". Therefore, this includes personnel employed by the provincial Ministry of the Solicitor General, as well as members of police services boards and the civilian members of Ontario's police services.

As with the definition of the Police Learning System, the Committee deliberately takes a broad view of those who are served for and by the system. As the opening statement also indicates, the System does not exist solely for the benefit of police services and their personnel, it exists to enhance the ability of these individuals and organizations in contributing to "the safety, security and well-being of the communities they serve". The next statement articulates this goal even further.

Mission Statement: Point (a)

> ***The Learning System advances the principles of the Police Services Act and:***
>
> *(a)* ***anticipates, responds to, and integrates the evolving needs and priorities of the community;***

Committee members strongly agreed that the Police Learning System's mission, and its future activities in support of that mission, need to be grounded in the principles of the *Police Services Act*. These principles, as set out in Section 1 of the Act, are as follows:

1. *The need to ensure the safety and security of all persons and property in Ontario.*
2. *The importance of safeguarding the fundamental rights guaranteed by the Canadian Charter of Rights and Freedoms and the Human Rights Code.*
3. *The need for co-operation between the providers of police services and communities they serve.*
4. *The importance of respect for victims of crime and understanding of their needs.*
5. *The need for sensitivity to the pluralistic, multiracial and multicultural character of Ontario society.*
6. *The need to ensure that police forces are representative of the communities they serve.*

In view of these six principles, the Committee felt that "the needs and priorities of the community" should be highlighted as an integral aspect of the mission. As well, in future, much greater emphasis must be given to actively anticipating, responding to, and integrating these needs in the design, delivery, and evaluation of learning activities for police personnel at all levels. As will be seen in the next chapter, Principle #7 ("The Learning System will provide for community involvement in its design, delivery, and evaluation") also emphasizes fuller and more meaningful community involvement in the Police Learning System.

The mission statement's emphasis on community needs mirrors Ontario's commitment to community policing. After reviewing the Ministry of the Solicitor General's Strategic Plan, numerous presentations, and extensive materials about community policing in Ontario, the Committee concluded that learning how to effectively deliver community policing must be integrated with both formal and informal training and education processes for all levels of personnel and in all aspects of policing service delivery.

It is difficult to conceive how community policing can ever be effectively implemented without exposing police personnel to significantly more than a series of theory-based presentations on the "ins and outs" of community involvement in policing. The Learning System must provide active and direct community involvement in the learning process and must work toward building learning opportunities which allow the learner to have "hands-on" experience.

Opportunities for community participation and involvement could include: polling community members during research on police training and development needs; directly involving community representatives in the presentation or delivery of certain subjects; providing opportunities for police personnel to have developmental work experiences in community agencies; and providing for input from key community members as advisors on various aspects and at various levels of planning for police training, education, and development.

Mission Statement: Point (b)

> ***(b)*** ***promotes and supports a culture in policing that values continuous organizational and personal improvement;***

The Committee defines "continuous organizational and personal improvement" — a fundamental goal of organizational learning — as follows:

> *...an approach to learning and change in which individuals and groups strengthen their organizations and themselves by examining current practices and finding better ways of doing things.*

The Committee agreed that if policing organizations are to continue moving toward increasingly effective and responsible service delivery, each policing organization must come to terms with two vital questions: (a) Where do we want to go? (i.e., what is our mission, plan, or goal?); (b) What can I personally (or my group, or my branch), do to move us further in that direction today?

To answer the first question, policing services must continue to clearly articulate and communicate their chosen directions and priorities. Answering the second question involves police personnel learning the skills needed to assist in critical reflection and action planning on how to improve day-to-day work performance.

None of these activities will serve policing well unless both front-line police personnel and management are supported and rewarded for taking the "risk" of being both critical of their own performance and innovative in attempting to improve it. This type of supportive climate must be developed and supported by everyone, from senior management down to the front line, if continuous organizational improvement processes are to be implemented successfully.

The previous chapter outlined various means to create and support this type of climate. However, it is important to emphasize that finding a leader with a lot of personal charisma and a commitment to change is not sufficient; a combination of personal commitment and skill from all individuals at all levels of the organization is needed. Maintaining the changes desired will involve developing procedures and systems that provide information, access to people across organizational departments, and expectations for change.

The Police Learning System can assist policing services achieve the goals of "continuous organizational and personal improvement" in many ways. One fundamental step is for police educators and police training and education systems to become leaders who apply these ideas. Other ways include the provision of: (a) skill-building courses and programs to groups or teams of individuals within policing organizations where this has been identified as a priority; and (b) consultation services to senior managers and planners of organizational improvement schemes.

One of the most significant ways to provide support is helping to link up policing organizations that have successfully implemented some of these concepts with others who wish to learn them. As the Committee's review of "Police Learning Systems in Other Jurisdictions" (see Chapter 3) indicates, the applications of these ideas and practices are not entirely new or unproven in policing. Much can be gained from actively exploring the experiences of others.

Mission Statement: Point (c)

(c) ***serves and respects the needs of the learner and provides a variety of planned learning opportunities throughout a career;***

The Committee provides the following two definitions in support of this part of the mission statement:

> *Respects the needs of the learner: means actively involving the learner in the decision-making process about what, when, where, and how learning will take place.*
>
> *Planned Learning Opportunities: means that activities of the system are directly linked to the learner's job. Assessment and evaluation of the learning experience are linked to on-the-job performance and supplemented through direct and continuous feedback.*

Although the beginning of the mission statement tends to place an emphasis on the role and responsibilities of policing organizations, the Committee wants at least equal emphasis placed on the role and rights of the individual learner in this Learning System. The need for the learner to be the central figure in the design, delivery, and evaluation of learning was demonstrated in four of the Committee's own documents: *Report on High Impact Learning Methodologies*; *Report on the Evaluation of Adult Learning in the Workplace*; and *Report on Private Sector Learning Initiatives*; and *Report on Evaluating Learning Systems.*

The Committee's position was also supported by feedback from extensive interviews with practising police personnel throughout the Ontario police community and from the *Report on Police Training and Education in Other Jurisdictions.* Respondents made it abundantly clear that unless learning activities and programs are directly linked to their needs and concerns, there is little or no value to the experience, let alone a transfer of skills and knowledge from the classroom to the workplace setting.

The lack of transfer from the learning experience to the workplace setting is a common problem, as abundant evidence from the field of Adult Learning demonstrates. Research confirms that if the information conveyed is considered irrelevant or unhelpful to the learner's needs and concerns, little or nothing is applied or even retained by the learner.

Because these findings have serious implications for the design and delivery of police learning experiences, the Committee believes that the Police Learning System must place strong emphasis on understanding learners' needs and on respecting them by increasing its emphasis on current adult learning methodologies.

The Committee also acknowledges that, at an operational level, the interactions between supervisors and employees are an important aspect of respecting the needs of the learner. During the Ontario Police Community Consultations, it became clear that decisions about when and where police personnel would be enrolled in courses were largely determined by "practical" considerations such as the course dates, shift schedules, and general descriptions of the target audience for the program. Although such considerations cannot be overlooked, formal systems for linking a candidate's work performance with an assessment of the need for training are still lacking in many of Ontario's policing services. Such systems would contribute to more effective targeting of training needs and commitments, more efficient use of limited resources, and more meaningful input from individual learners.

Mission Statement: Point (d)

(d) fosters competence and professionalism;

In addition to the Police Learning System's goal of enhancing the ability of police services and their personnel, the Committee added the goal of fostering competence and professionalism. Defining these two terms in practical, operational ways will greatly assist the development of criteria for measuring the progress or success of the Police Learning System. The Committee's definitions are as follows:

> *Competence: means equipped to fulfil the knowledge, skill, attitude and behavioral requirements of the position to the highest possible standard.*
>
> *Professionalism: means the practice of an occupation with a commitment to self-improvement, integrity, accountability and public trust while complying with recognized standards.*

The Committee achieved full consensus on the importance of providing a clear set of standards to support and guide police personnel generally, and police educators in particular, when developing and evaluating learning programs and services within the Police Learning System. The need for up-to-date standards relating to competence and professionalism also received overwhelming support from across Ontario's police community.

The Committee's recommendations regarding the Police Learning System clearly specify the mechanisms by which such standards could continue to be developed, maintained, and linked to specific Learning System objectives and requirements. However, on a more philosophical level, it was felt that all participants in the Police Learning System need to work toward a personal definition of, and commitment to, competence and professionalism in the delivery of policing services.

The key to fostering this competence and professionalism is the degree to which participants in the Police Learning System are challenged to identify and strive toward their own personal benchmarks for success. Individuals and groups will evaluate standards in the course of their daily duties, thereby complementing the system's evaluation process necessary for public accountability.

Mission Statement: Point (e)

(e) enjoys the confidence and support of the community.

This final phrase of the mission statement brings together the biggest challenge, the overall goal, and the desired outcome of all the activities, processes, and mechanisms created to support it. The Committee believes that unless the Police Learning System can achieve the confidence and support of all the communities it serves, it will not be fully effective and will not have truly achieved its mission.

CONCLUSION

The Committee's mission statement describes the learning system's vision of the future. For this vision to become a reality, all stakeholders must first understand it and then support the changes required to allow it to flourish. The following chapter outlines some of the key principles that have been developed to guide and support those engaged in this change process.

RELEVANT COMMITTEE RECOMMENDATION

Mission Statement for the Ontario Police Learning System

2. Direct all activities of the Ontario Police Learning System towards the following mission:

   The Police Learning System enhances the ability of police services of Ontario and their personnel to contribute to the safety, security, and well-being of the communities they serve. The learning system advances the principles of the Police Services Act and:

   - *anticipates, responds to, and integrates the evolving needs and priorities of the community;*
   - *promotes and supports a culture in policing that values continuous organizational and personal improvement;*
   - *serves and respects the needs of the learner and provides a variety of planned learning opportunities throughout a career;*
   - *fosters competence and professionalism; and*
   - *enjoys the confidence and support of the community.*

Chapter 10

KEY PRINCIPLES:
THE FOUNDATION FOR CHANGE

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INTRODUCTION

The Strategic Planning Committee on Police Training and Education agreed upon eight supporting principles for delivering the Mission of the Police Learning System. These principles represent the values that the learning system will uphold; they will also govern how the system will be managed.

PRINCIPLES

(a) *The Learning System will be flexible, relevant, and will anticipate the challenges it must face.*

(b) *The Learning System will base its decisions on rigorous research on societal trends, current and future policing issues, and the resulting learning requirements.*

(c) *The Learning System will be fair and accessible, geographically and financially.*

(d) *The Learning System will be accountable and open to continuous evaluation.*

(e) *The Learning System will achieve results in a cost-effective manner.*

(f) *The Learning System will ensure co-ordination of police learning opportunities among police services and with the learning opportunities of other appropriate public- and private-sector personnel.*

(g) *The Learning System will provide for community involvement in its design, delivery, and evaluation.*

(h) *The Learning System will be innovative and creative, and will reflect the best approaches to adult learning.*

This chapter examines each of the principles and further explains their application and meaning within the Police Learning System. The Committee has defined the system to explicitly include trainers, co-workers, supervisors, and managers in policing as key learners and trainers.

Principle (a)

The Learning System will be flexible, relevant, and will anticipate the challenges it must face.

Part I of this Final Report provides a detailed description of the current context as well as future challenges faced by policing in Ontario. Many of the Committee's recommendations in the latter half of this Final Report deal with specific mechanisms and responses required to prepare the policing workforce for these challenges. In the course of developing these recommendations, however, it became clear that the Committee was preparing a strategic plan for what is essentially a moving target. In other words, in order for any plan to remain relevant, it needs to include ways in which it can "keep its eyes on the horizon" and thereby continuously anticipate new challenges and adjust itself in preparation to meet them. Principle #1 supports that need.

The actual means by which information about trends and futures can be circulated and used are suggested by Principle #2; however, if the system is unwilling to adapt, or lacks the capacity, speed, and flexibility needed to make the necessary adjustments in time, no amount of information or research will help keep it current or flexible. The system needs to act competently, processing and funnelling information about needs and challenges into a constantly evolving set of plans and action steps, all of which are designed for quick and effective adaptation as issues arise.

Being flexible and relevant means being willing and able to extend in new ways, such as giving support to learning in organic, natural teams. Maintaining flexibility and relevance will require action at several levels:

- A shift in thinking is needed within various levels of the education, training, and policing bureaucracies so that decision-makers and planners begin to place their focus not only on preparing personnel for today's jobs, but on actively encouraging programs and services which prepare personnel for tomorrow's jobs.

- Managers and employees must stop waiting until the system designs "a course" to answer their questions. Instead, when issues of pressing interest arise, personnel will need to start working on tentative solutions which can be applied in their work settings. Failing that, they can at least begin to generate new ideas which can, in turn, be passed to police educators in more formal contexts.

- A far greater level of support is needed for experimentation and "piloting" of new concepts and approaches in police learning, thus enhancing flexibility as well as current and relevant responses to emerging issues.

- Systematic and frequent communication with each other will require that the various parts and players in the learning system: (a) share information; (b) reflect on past experiences and the impact of new challenges; and (c) collaborate on innovations and improvements.

Principle (b)

The Learning System will base its decisions on rigorous research on societal trends, current and future policing issues, and the resulting learning requirements.

Researchers in a variety of contexts, principally universities, are constantly generating a great deal of research on societal trends, as well as current and future policing issues. However, this research information is not being sufficiently analyzed in terms of its impact on current and future policing personnel, and their roles and responsibilities. Principle (b) emphasizes this type of linkage.

New and systematic linkages need to be established at two key levels: (a) gathering, collating, and disseminating information on research relevant to policing; and (b) analyzing and translating this information into implications for the learning requirements related to police work of the future.

Gathering, collating, and disseminating information on research relevant to policing could be achieved in a number of ways, including: establishing closer ties with the academic community in Canada and abroad; developing a larger and more extensive research function at the provincial or federal government level; or creating an independent body which would support this type of work as well as supply some of the actual work on relevant research questions.

This principle also supports a redefinition of the responsibilities of police instructors, trainers, and educators. In many police training and education settings, the tasks of gathering, collating, and analyzing relevant information on future trends and issues relating to specific work assignments is not a well-articulated or recognized part of work expectations and responsibilities. Even when it is done, it is "experts" who carry out this work and then feed this information to instructors in the form of new course content and design. Allowing greater time and flexibility for this type of activity on the part of the actual instructor/deliverers would not only ensure that the learning system fosters competence and professionalism, it would also greatly speed up the dissemination of new information to learners in the field.

Principle (c)

The Learning System will be fair and accessible, geographically and financially.

For many, achieving this principle and Principle (e) represents the greatest immediate challenge to the implementation of the learning system in Ontario. The costs associated with providing policing services for a widely dispersed population are well known and the source of much public debate. At the same time, if the learning system is to serve a widely scattered police community effectively, it must continue to work toward the provision of high-quality learning opportunities which are geographically and financially accessible.

The learning system's accessibility could be greatly enhanced by using a wider array of self-directed and distance learning approaches (see the Committee's *Report on High Impact Learning Methodologies* for a fuller explanation and examples of these approaches). Linkages to existing police telecommunications and computer systems could be part of the factors considered when designing certain learning programs.

According to the Committee's research, the initial phases of course development and design would become the most costly aspect of this approach. However, the advantages in terms of flexibility and enhanced accessibility for learners are well documented.

Distance learning approaches could also be increased by expanding the police community's awareness of, and linkages to, existing college and university distance education networks throughout the province and across Canada. This may mean simply expanding the flow of information and resource materials to police personnel across Ontario. The actual decision to gain access to these programs would then become the responsibility of the learner or, depending upon the subject, the learner in conjunction with his/her supervisors.

Principle (d)

The Learning System will be accountable and open to continuous evaluation.

As with fairness and accessibility, issues of accountability and evaluation are familiar to the police community in other aspects of its work. Principle (d) reinforces the notion that no system is above scrutiny and, even more importantly, it needs to develop ways in which it can be open to continuous evaluation.

In the past, the "student" or candidate has always been the subject of continuous evaluation against the criteria set by the education and training system. Although these systems of student evaluation also need to be reviewed and improved, the evaluation systems which assess the need for changes to curricula and program content are far slower, more cumbersome, and infrequent; as a result, implementing change also occurs slowly. In addition, instructors and faculty are infrequently and ineffectively evaluated, despite their unquestionable impact on the learning experience.

If the learning system is to be accountable and responsive to the learners, the community, and the rapidly changing environment of policing, all of these players and components must be actively involved in the evaluation of learning experiences on a pre-scheduled, continuous basis.

As the Committee's *Report on the Evaluation of Adult Learning in the Workplace* and *Report on Evaluating Learning Systems* point out, systematic approaches to the evaluation of workplace-related learning experiences are far from being a scientific endeavour. Nevertheless, trends are emerging: two examples include a declining emphasis on class test results, and a growing emphasis on the importance of direct feedback from learners and their managers with regard to the relationship between what is learned and on-the-job performance. The learning system must explore and find ways to implement these types of directions.

Continuous evaluation needs to be rooted in the system via pre-scheduled, automatically implemented requests for feedback from learners, peers, supervisors, managers, and subordinates.

Principle (e)

The Learning System will achieve results in a cost-effective manner.

Although the learning process is extremely difficult to quantify in concrete terms and the reportable "payoffs" come several years after the actual learning "event", the learning system must move to clearly define what it plans to achieve and report back on the results. No matter how carefully this is done, cost-effectiveness will continue to be an area of vulnerability and concern.

Naturally, cost-effectiveness is a primary concern to any system which does not have unlimited funds. Future debates regarding the relative cost-effectiveness of the Police Learning System will ultimately depend upon the development of the system's accountability mechanisms. How well will the system be able to describe what it is, does, and costs to its key stakeholders? How will it define effectiveness?

Given that the system's network of stakeholders is very broadly defined, its funding sources will also be quite diverse. As a result, it will need to develop a number of systems or "layers of accountability" through which cost-effectiveness can be reported. These could include: a series of publications or "annual reports on Police Learning"; regular feedback sessions with large groups of key stakeholders, such as the Association of Police Services Boards and the Police Association of Ontario; or more formal ties with standing committees such as the Ontario Association of Chiefs of Police Training Committee. Ultimately, the selected mechanism should depend upon the type of information to be transmitted and the type of feedback or decision sought.

Principle (f)

The Learning System will ensure co-ordination of police learning opportunities among police services and with the learning opportunities of other appropriate public- and private-sector personnel.

Throughout the Committee's research on police training, education, and development, it was noted that within the "culture", policing tends to be perceived as a completely unique profession that has little in common with those engaged in other private or public service occupations. As a result, very few linkages have been established between the education/training systems of police and other groups or professions.

A number of commonalities emerged when the Committee examined the list of the most important trend implications for policing in the future (see Chapter 5) and analyzed the most essential learning requirements associated with these (see Chapters 6 and 11). As a result of these findings, this principle was drafted and supported.

Throughout the world, other public service organizations and policing systems are engaged in a similar re-examination and strategic planning process related to education, training, and development. Rapid changes in the national and global context are forcing all types of organizations to examine other organizations, looking for ideas and solutions to service delivery and management issues. Creating partnerships and linkages among and between organizations struggling with similar issues is becoming increasingly common, useful, and cost-effective.

Increased and systematic use of inter-organizational professional development exchanges was one of the most commonly mentioned opportunities for building beneficial learning partnerships. Such exchanges could be between policing organizations or between policing and other types of private- or public-sector organizations. Other suggestions included the development of more effective information-sharing and access networks to inform police personnel of training and development courses and programs offered by private- and public-sector organizations. Many other ideas are simply awaiting the energy and creativity of those within the Police Learning System.

Although many of these ideas are not new, the important factor will be recognizing the importance of looking beyond traditional organizational boundaries and carefully identifying and matching learners' needs with the learning opportunities available.

Principle (g)

> *The Learning System will provide for community involvement in its design, delivery, and evaluation.*

As discussed in the previous chapter, "A Mission Statement for the Future Police Learning System in Ontario", community involvement in the system is both a means and a central goal.

Principles (d) and (e) noted that the community is a key stakeholder in the learning system; accountability systems must be established to reflect that reality. Actively supporting and providing for the input of community representatives during the establishment of formal course designs and standards is one way to ensure this type of accountability. This input can be achieved through: traditional research approaches such as surveys and polls; action research methods which emphasize "hands-on" involvement of stakeholders during critical program design and development phases; or any number of advisory committee structures ranging from local to province-wide representation.

At the level of organizational learning, individual police service members can learn simple techniques for gathering information from communities and neighbourhoods which will help develop community policing initiatives and approaches. This type of basic research can also provide a rich source of feedback and input regarding police training and education needs as perceived by the community.

Although essential, establishing systems which solicit community input into the design and delivery of police training and education is not sufficient for evaluation purposes. Feedback on the relative successes and failures following implementation must also be delivered to the community. The latter half of the information loop must be closed if the community is to realize the relative extent and impact of its own influence, and improve the advice it gives to the police.

Principle (h)

> *The Learning System will be innovative and creative, and will reflect the best approaches to adult learning.*

The most successful of today's organizations (whether in the private or the public sector) support and nurture creativity and innovation in their approaches to adult learning, especially as it relates to the organization's mission and goals. Principle #8 strives for the same spirit of innovation and creativity, in particular with regard to the development and application of leading-edge applications of adult learning methodologies.

As the Committee's work progressed, it became clear that an important aspect of the future Police Learning System will be its ability to foster and maintain linkages with the larger world of research and knowledge in the fields of criminology and policing. However, an equally important aspect will be its capacity to foster and maintain linkages with the larger world of up-to-date knowledge and practice in the field of adult learning and organization development.

The Committee's previously released reports have already uncovered and described numerous ideas which could assist policing systems in developing and reflecting the best approaches to adult learning. The most immediate challenge will be to incorporate some of these practices in the near future.

At the same time, because this is a dynamic field, the system must apportion resources to remain abreast of new developments. Key stakeholders, particularly police educators, must make a commitment to their own professional development in the field of adult learning, concentrating on selecting the approaches which best match their contexts, as well as their missions, objectives, and responsibilities.

The task will not be easy. Those engaged in police training, education, and development must clearly understand that persons in this role are and can be more than subject matter experts with some extra communication skills. The Committee's research on learning requirements for police educators (see Chapter 12) indicates the potential for increased scope and responsibilities of this group.

At the same time, police leaders and decision-makers will need to reconsider the potential and power of expanding and redefining the currently accepted roles and expectations of police educators working both within police services and externally.

CONCLUSION

All levels of the policing system will need to endorse and actively support those engaged in the development and implementation of the innovative and creative approaches selected. A climate of encouragement and optimism is needed to help foster the kind of changes anticipated in the new learning system.

RELEVANT COMMITTEE RECOMMENDATION

Key Principles of the Ontario Police Learning System

3. Ensure that the operating practices of the Ontario Police Learning System adhere to the following principles:

   (a) *The Learning System will be flexible, relevant, and will anticipate the challenges it must face.*

   (b) *The Learning System will base its decisions on rigorous research on societal trends, current and future policing issues, and the resulting learning requirements.*

   (c) *The Learning System will be fair and accessible, geographically and financially.*

   (d) *The Learning System will be accountable and open to continuous evaluation.*

   (e) *The Learning System will achieve results in a cost-effective manner.*

   (f) *The Learning System will ensure co-ordination of police learning opportunities among police services and with the learning opportunities of other appropriate public- and private-sector personnel.*

   (g) *The Learning System will provide for community involvement in its design, delivery, and evaluation.*

   (h) *The Learning System will be innovative and creative, and will reflect the best approaches to adult learning.*

SECTION E:

SPECIFIC LEARNING REQUIREMENTS

Chapter II

DEFINITION OF LEARNING REQUIREMENTS FOR FOUR POLICE OCCUPATIONS

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INTRODUCTION

The Strategic Planning Committee on Police Training and Education's *Report on Strategic Learning Requirements for Police Personnel* discusses four occupational categories in terms of current skills and future needs. This chapter:

- details the background and definitions outlined in the report;
- explains the classification systems (Functional Job Analysis, and Strategic Job Analysis) used to generate both the comprehensive and strategic learning requirements; and
- summarizes the report's main points in relation to the four job categories: constable, patrol sergeant, middle manager, and senior manager.

Appendix II provides a detailed list and description of the strategic learning requirements for these four job categories.

REPORT BACKGROUND

For the four occupational categories, the report provides: a list of comprehensive knowledge, skill, and ability requirements; a list of strategic learning requirements; and definitions of the strategic learning requirements.

Knowledge, skills, and abilities are defined as follows:

- *Knowledge* relates to information and ideas, i.e., specific content that has to be understood.
- *Skill* involves acquired capacity to apply knowledge. On the intellectual level, a person may know how to apply a set of principles to solve a problem. From a mechanical perspective, a person can learn how to operate equipment.
- *Ability* is concerned with level of performance or how well one can execute a task. It refers to the total functioning of an individual: the interaction of knowledge, skill, effort, and the personal attributes the individual brings to the task.

Strategic learning requirements are defined in the report as those which will either: (a) require improvement or greater emphasis; or (b) need to be added as new knowledge/skills/abilities.

The thinking is that once police personnel have acquired the knowledge, skills, and abilities needed to function at a particular level, they will be well-prepared to exercise good judgement and discretion in the performance of their duties and understand that the public trust they enjoy brings with it accountability.

JOB ANALYSIS

Job analysts use a variety of methods to determine and compile inventories of the knowledge, skills, and abilities required for acceptable job performance. The purpose of any job analysis is two-fold: to describe the content of a job; and to identify the behaviours associated with successful performance by incumbents. The process concentrates on what the satisfactory employee does in the fulfilment of everyday responsibilities.

FJA and SJA Processes

As developed by Dr. Sidney Fine, Functional Job Analysis (FJA), is a well-known job analysis method and is widely accepted in the field of human resources management. This comprehensive yet simple classification system analyzes jobs by studying and defining tasks. The process brings together incumbents who, facilitated by a trained functional job analyst, reflect on their daily tasks and produce a list of all their work tasks together with a list of the knowledge, skills, and abilities needed to perform the functions identified. The resulting sets of task statements are referred to as task banks. Ninety-five percent (95%) of what incumbents do can be reliably captured by this process. FJA generates the knowledge, skill, and ability requirements (KSAs) of jobs in the everyday language of incumbents and links the information to produce holistic blocks of the work system.

The task banks for this chapter were assembled by bringing together incumbents from a combination of small-, medium-, and large-size police services to participate in FJA workshops facilitated by skilled functional job analysts. All incumbents were selected by their chief of police on the basis of their long experience in the position.

The second stage in the process was a strategic job analysis (SJA), an important aspect of efforts to integrate human resources management with organization strategy. The goal of SJA is to specify the tasks to be performed and the knowledge, skills, and abilities required for effective performance of a future job.

Work groups were identified and convened towards the end of 1991 at the Provincial Police Academy, in Brampton, for the two stages of the exercise. For each of the four job categories (constable, patrol sergeant, middle manager, senior manager), three-day working sessions were conducted with six to eight incumbents. The first two days were devoted to FJA workshops which yielded a task bank for the four jobs as they are currently performed. The third day was devoted to an SJA workshop. Incumbents reviewed the information in light of the environmental trends previously identified by research as likely to have the greatest impact on policing over the next decade. The task banks were accordingly updated to take account of future demands on policing. The result, at the end of the third day, was a task bank of KSAs for the jobs as they are anticipated to look in the future.

These FJA and SJA workshops yielded: current and future task banks; lists of knowledge, skills, and abilities required to perform the tasks; and the general performance standards to be met.

Validation Process

The validation process was tiered; sub-committees reviewed and updated the task banks. After comparing the results with recommendations drawn from a variety of sources, the task banks were updated again. The Strategic Planning Committee identified and defined for each group a subset of learning requirements which, in light of both the consultations and research, seemed deserving of greater emphasis in the future. A draft report was forwarded to stakeholders for their comments, and a limited literature review was carried out to assess the credibility of the document's recommendations in terms of current thinking on the subject.

The Committee did not specifically address employment practices. However, it is reasonable to assume that, at the constable rank, for example, recruitment may be selecting persons who already have many of the generic skills and attributes listed, i.e., communication, interpersonal, decision-making, and tolerance. Promotions may also acknowledge skills obtained outside the Police Learning System; it is readily acknowledged that many of the learning requirements identified for each category are generic and can be acquired independently through participation in existing post-secondary education programs.

Certain core strategic KSAs are common to the four ranks. Eleven KSAs have been selected and summarized to illustrate that, while certain characteristics bear a common label regardless of rank, the description of the behaviours required for successful performance varies significantly from rank to rank. Table 1 illustrates how the same KSAs require a change in behaviours to match the graduation from rank to rank. A careful examination of the definitions of the strategic learning requirements reveals a shift from hands-on performance ("do") by constables; to supervising ("ensure") by patrol sergeants; to co-ordinating ("support") by middle managers; and enabling ("lead") at the senior manager end of the continuum. This pronounced shift in emphasis from level to level demonstrates the need to encourage lifelong learning and continuous improvement as essential features of the future Police Learning System.

TABLE 1

ELEVEN KNOWLEDGE, SKILLS, AND ABILITIES FOR CONSTABLES, PATROL SERGEANTS, MIDDLE MANAGERS, AND SENIOR MANAGERS

KSA	CONSTABLE "do"	PATROL SERGEANT "ensure"	MIDDLE MANAGER "support"	SENIOR MANAGER "lead"
Communication skills	make verbal & written presentations to the public	facilitate the flow of information internally; deal with public	maintain three levels of communication: upward, downward, & peer	perform important public relations function & ambassadorial role promoting image of organization
Interpersonal & sensitivity skills	build a working partnership with the community	assist officers to build a working partnership with the community	promote co-operation between work teams & external partners	handle sensitive situations & delicate negotiations with diplomacy & versatility
Knowledge of human behaviour	develop an understanding of dynamics of individual behaviour & social systems	monitor the behaviour & performance of their officers	coach & guide subordinates confronted by difficult situations	provide leadership in development of crime prevention strategies

KSA	CONSTABLE "do"	PATROL SERGEANT "ensure"	MIDDLE MANAGER "support"	SENIOR MANAGER "lead"
Ability to accept & work with community diversity	develop a greater understanding of community diversity	direct & assist officers effectively working with community diversity	develop an understanding of the needs & concerns of all sectors of society	enhance the organization's contribution towards the creation of a "better society"
Ability to serve victims	direct more time & attention to victims' needs	supervise & assist officers in providing the necessary assistance to victims	develop sensitive service models	establish guidelines for implementation of victim services
Ability to act ethically & professionally	capably make appropriate ethical choices regardless of the diversity of issues	shape attitudes & behaviour	establish codes of conduct	set & model the moral tone of the organization
Analytical skills & problem-solving ability	develop enhanced analytical skills & problem-solving ability	coach & assist personnel	develop & evaluate system-wide operations	accurately predict future developments regarding the organization & its environment
Personal & organizational development skills	develop the capacity for self-direction	take responsibility for own & subordinates' development; philosophy of continuous quality improvement	pursue strong sense of personal development, encourage constant questioning of norms internally, & seek public feedback	carry out organizational planning & design to determine direction
Team-building	learn to work in a team	create & motivate team	reward team work	recognize team-building through policy
Technology	use for service delivery	use & coach for service delivery	use & have knowledge for operations & decision-making	develop knowledge for corporate policy & decision-making
Community policing	work with public, form teams, & identify community problems	provide leadership & clarify the philosophy of community policing for subordinates	interpret organization's direction, co-ordinate various initiatives	approve the underlying values & beliefs, set the direction, & ensure organizational support

The definitions of the strategic learning requirements conjure up and render a vivid profile of an incumbent who is demonstrating competence in the performance of concrete tasks. Job-related functions are described in considerable detail (see Appendix II) to ensure that future users will not need to guess at the intent of the recommendations when using this document as a tool, whether for the development of training or for a variety of personnel management functions. For purposes of clarity, a great deal of emphasis is placed on describing the organizational context in which the various skills will be used. To illustrate, the following is excerpted from the definition of "Communication Skills" for senior managers:

> *The senior police manager frequently plays the role of ambassador for the organization...; will be required to promote open dialogue throughout the organization and compellingly relate a future state and direction which generates enthusiasm and commitment at all levels.*
>
> *They will require high impact communication skills to present complex issues with clarity, credibility and impact in widely varied forums; to adapt the content and style of communication for different audiences; to handle on-the-spot questioning by the media, special interest groups and senior public officials while managing diversions and interruptions with tact; and provide responses which reflect an awareness of the sensitivities involved. The quality of their presentations both internally and externally...will facilitate the forging of closer relationships with the public, and greater cooperation and understanding in the workplace.*

This definition conveys the multifaceted role of the senior manager — an individual whose communication skills are used to frame and reframe the organization, to help form public opinion about the organization through excellent public relations, and to provide leadership.

CONCLUSION

An analysis of the knowledge, skill, and ability requirements categorized as strategic learning requirements prompts the following conclusions:

- For the most part they can be classified as "soft skills"; very few are "hard" operational skills.
- The preponderance of those skills which facilitate or enhance human interaction (interpersonal, communication, conflict avoidance) is consistent with the major cultural shift which the *Police Services Act* (1990) seeks to promote; the Act envisages policing more in the light of a "service" than a "force".
- The strong emphasis on the empowerment of front-line officers encourages pro-active responses to community needs.
- Police organizations will be less bureaucratic or detached and more concerned with community involvement; in short, police organizations are predicted to be more outward-looking.
- Internally, the skills depict a consultative and supportive leadership style.
- The changes in the description of knowledge, skills, and abilities (KSAs) from level to level (summarized in Table 1 as "do", "ensure", "support", "lead") depict a shift from effective management to effective leadership.
- The shift in emphasis from level to level suggests a pattern of continuous personal development calling for the learning initiatives recommended by this Final Report as the future Police Learning System.

All of the KSAs demand that behaviour patterns at the individual level support organizational values. They foretell a holistic system.

RELEVANT COMMITTEE RECOMMENDATIONS

4. Require that the strategic learning requirements for constables set out below and defined in detail in this Final Report be the focus of program design in the future. Strategic learning requirements are defined as those which will either: (a) require improvement or greater emphasis; or (b) need to be added as new knowledge/skills/abilities. These strategic learning requirements for constables are as follows:

    1. Communication skills
    2. Interpersonal and sensitivity skills
    3. Knowledge of human behaviour
    4. Ability to accept and work with community diversity
    5. Ability to serve victims
    6. Ability to initiate, promote, and facilitate community policing
    7. Ability to use policing-related technology
    8. Analytical skills and problem-solving ability
    9. Knowledge of political systems and processes
    10. Knowledge of crime prevention strategies
    11. Personal and organizational development skills
    12. Knowledge of other agencies
    13. Team-building skills
    14. Ability to use crime trend information
    15. Ability to apply basic police authorities and knowledge of case preparation
    16. Ability to act ethically and professionally
    17. Ability to maintain a reasonable level of physical fitness and well-being
    18. Ability to use force appropriately
    19. Officer safety skills
    20. Conflict avoidance, resolution, and mediation skills.

Strategic Learning Requirements for Patrol Sergeant

5. Require that the strategic learning requirements for patrol sergeants set out below and defined in detail in this Final Report be the focus of program design in the future. These strategic learning requirements for patrol sergeants are as follows:

    1. Communications skills
    2. Interpersonal and sensitivity skills
    3. Knowledge of human behaviour
    4. Ability to accept and work with community diversity
    5. Ability to serve victims

6. Ability to initiate, promote, and facilitate community policing
7. Advanced knowledge of the application of technology
8. Analytical skills and problem-solving ability
9. Crisis management skills
10. Ability to create an environment that fosters motivation
11. Ability to manage in a diverse workforce
12. Leadership skills
13. Change management skills
14. Knowledge of modern management philosophies
15. Ability to link operational tasks to corporate objectives
16. Knowledge of crime prevention strategies
17. Personal and organizational development skills
18. Knowledge of other agencies
19. Team-building skills
20 Ability to act ethically and professionally
21. Ability to maintain a reasonable level of fitness and well-being
22. Ability to use force appropriately
23. Officer safety skills
24. Conflict avoidance, resolution, and mediation skills.

Strategic Learning Requirements for Middle Managers

6. Require that the strategic learning requirements for middle managers set out below and defined in detail in this Final Report be the focus for program design in the future. These strategic learning requirements are as follows:

    1. Communication skills
    2. Interpersonal and sensitivity skills
    3. Knowledge of human behaviour
    4. Ability to accept and work with community diversity
    5. Ability to serve victims
    6. Ability to initiate, promote, and facilitate community policing
    7. Advanced knowledge of the application of technology
    8. Analytical skills and problem-solving ability
    9. Advanced knowledge of and ability to work with political systems and processes
    10. Ability to create an environment that fosters motivation
    11. Ability to manage a diverse workforce
    12. Leadership skills
    13. Change management skills
    14. Knowledge of modern management philosophies
    15. Ability to link operational tasks to corporate objectives
    16. Operational and strategic planning skills

17. Knowledge of financial planning and management
18. Networking skills
19. Case management skills
20. Personal and organizational development skills
21. Knowledge of other agencies
22. Team-building skills
23. Ability to act ethically and professionally.

Strategic Learning Requirements for Senior Managers

7. Require that the strategic learning requirements for senior managers set out below and defined in detail in this Final Report be the focus of program design in the future. These strategic learning requirements for senior managers are as follows:

    1. Communication skills
    2. Interpersonal and sensitivity skills
    3. Knowledge of human behaviour
    4. Ability to accept and work with community diversity
    5. Ability to serve victims
    6. Ability to initiate, promote, and facilitate community policing
    7. Knowledge of the effective application of technology
    8. Analytical skills and problem-solving ability
    9. Advanced knowledge of and ability to work with political systems and processes
    10. Ability to create an environment that fosters motivation
    11. Ability to manage a diverse workforce
    12. Leadership skills
    13. Change management skills
    14. Knowledge of modern management philosophies
    15. Ability to link operational tasks to corporate objectives
    16. Advanced operational and strategic planning skills
    17. Knowledge of financial planning and management
    18. Networking skills
    19. Organizational planning and design skills.

Chapter 12

DEFINITION OF LEARNING REQUIREMENTS FOR POLICE EDUCATORS

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INTRODUCTION

The Strategic Planning Committee on Police Training and Education has identified 72 knowledge, skill, and ability (KSA) requirements for police educators (see Appendix IV); a subset of 13 has been designated as strategic learning requirements. This chapter describes the process used for identifying both the comprehensive and strategic learning requirements for police educators; then defines the 13 KSAs identified as strategic learning requirements; and concludes with a discussion of their implications for the Police Learning System. A more detailed account which treats educational administrators as a sub-group will be published in the Committee's "Report on Strategic Learning Requirements for Police Educators". As that report is not yet published, this chapter addresses its specifics in greater detail than the previous chapters dealing with the other occupational categories.

Strategic learning requirements are defined as those which, in future, will either: (a) require improvement or greater emphasis; or (b) need to be added as new knowledge/skills/abilities.

Only those KSAs directly related to the facilitation of learning have been specifically identified. A key assumption is that persons are appointed police educators on the basis of demonstrated expertise in their field and because they possess in-depth knowledge of the subject matter that they teach. It is also assumed that the continued competence and effectiveness of police educators will depend on their commitment to ensuring that they keep up-to-date on their respective fields.

ABOUT THE POLICE EDUCATOR

The designation "police educator" refers to a range of police personnel who, depending on the milieu in which they operate, have varying degrees of training and education responsibilities. A police educator may be a full-time instructor at the Ontario Police College preparing recruits for entry into a police service or training, and educating long-serving officers who return to the institution throughout their careers for management or specialist training. Full-time police educators are also found at the training institutions of the two largest police organizations (Metro Toronto's Charles O. Bick College and the Provincial Police Academy of the Ontario Provincial Police) and attached to the training units of the larger police services. In a smaller police service, the function may only be performed on a part-time basis and may be restricted to the co-ordination of training.

As stated above, police educators are assumed to be experts in their field, whether operational or management, and thus have had extensive front-line experience. Likewise, training in the specialties such as criminal investigation or fraud is provided by persons who have come to be respected by their peers as authorities in the field and, as such, are usually called upon to testify as expert witnesses at judicial proceedings.

The Committee anticipates that police educators – who will rank among the more significant drivers of the system – will have a critical role to play in implementing its recommendations.

JOB ANALYSIS – METHODOLOGY

The methodologies used for determining the comprehensive and strategic learning requirements for police educators are the same "functional job analysis" (FJA) and "strategic job analysis" (SJA) used in the case of the constable, patrol sergeant, middle manager, and senior manager. Chapter 11, "Definition of Learning Requirements for Four Police Occupations", describes the process in greater detail.

Briefly restated, a group of experienced police educators drawn from the different police training and education milieux referred to above were facilitated by a team of functional job analysts to reflect on their daily tasks and create a task bank which captured current KSAs broadly categorized as communication, technical, or personal attributes.

The job incumbents then reviewed the information in light of those trends previously identified by the Committee's research as likely to have the greatest impact on policing and police training and education over the next decade. Specifically, they considered the Committee's research on future policing trends and issues, on high impact learning methodologies, and on the evaluation of learning systems. In addition, they were introduced to the proposed Police Learning System. The strategic job analysis produced a task bank for the job of police educator as it is anticipated to look in the future, given an extrapolation of future trends by the job incumbents. These FJA and SJA workshops yielded: current and future task banks; lists of knowledge, skills, and abilities required to perform the tasks; and the general performance standards to be met.

Following this identification of current and future tasks, a subcommittee of six people – four police educators, a serving police officer, and a professional adult educator – reviewed the consolidated information and updated it to capture perceived omissions. Again, in light of the impact that future trends are anticipated to have on the delivery of police training and education, the subcommittee derived a subset of 13 strategic learning requirements which they estimate to be the catalyst that will account for a marked difference in the performance of police educators in the future.

STRATEGIC LEARNING REQUIREMENTS

The functional job analysis process identified 72 areas of knowledge, skills, and abilities as necessary to perform the tasks of police educator. The following list, not in any order of priority, describes the subset of 13 KSAs which require greater emphasis in the future.

- communication skills;
- facilitation skills;
- ability to work with community diversity;
- networking skills;
- marketing skills;
- research skills;
- knowledge of adult learning methodologies;
- design and development skills;
- ability to effectively use training technology;
- evaluation skills;
- ability to link human resources development with corporate values;
- ability to be a role model;
- ability to work as part of a team.

Definitions

- **communication skills**

Police educators will require a rich repertoire of verbal, non-verbal, and written communication skills, and the versatility to adapt style and content to the needs of mixed audiences and for different settings. High-impact communication skills will enable them to present issues and information with clarity and credibility, thereby facilitating the learning process. Police educators will have a clear understanding of the impact of communication style on others and its ability to influence learning.

- **facilitation skills**

The movement is towards learner-centred delivery styles. The days of instructor-centred, didactic approaches to training and education which place the spotlight solely on the instructor have ended. In future, police educators will require interpersonal and sensitivity skills, group process skills which include techniques for dealing with conflict in groups, and discussion-leading skills. They will also develop listening, questioning, and responding skills. These skills will enable them to relate more meaningfully to mixed ability groups, which also bring widely differing perspectives and preferences to a program. Concern for the learner and an ability to capture the interest of and motivate the learner will be the hallmark of the future police educator. In the future, emphasis will be on helping people to learn rather than on giving them information.

- **ability to work with community diversity**

Police educators will require in-depth knowledge of race relations issues to design and deliver programs capable of preparing police personnel to work with Ontario's multicultural population. In addition, they will need to be knowledgeable about the Ontario *Human Rights Code* as well as the legislation on employment standards, employment equity, and sexual harassment. A greater understanding of community diversity and its implications for policing and police training and education, and the ability to design and deliver programs addressing issues such as sexual orientation, gender bias, and the multiracial composition of society will have a positive impact on the capacity of police personnel to provide service in a complex and rapidly changing society. The challenge to police educators will be to treat diversity as an asset (and opportunity) and not as an adversary.

- **networking skills**

The police educator will need to build strategic alliances by networking in an organized manner. Reaching out and establishing informal contacts will: (a) add to the resources of police organizations; and (b) ensure the necessary level of community contact necessary to guarantee that the curriculum of all learning initiatives reflects community concerns and also remains current. Networking within the police community will ensure a high level of organizational awareness. Networking with human resources development personnel from other police colleges or academies as well as the private and public sectors will keep police educators up-to-date with new trends and technology in the field.

- **marketing skills**

Educators are required to facilitate the candidate screening process by providing clear, concise descriptions of learning initiatives, thus assisting supervisors and police personnel in determining whether an offering meets their needs. In times of financial constraint, all human resources development professionals must possess excellent marketing skills to establish the value of their contribution to the organization and justify the allocation of resources to their discipline. Marketing of learning initiatives will therefore require police educators to be excellent negotiators, with the ability to analyze the costs they incur while demonstrating considerable accountability to the community through the responsible use of funds.

- **research skills**

In the past, research in the field of police education, if done at all, was considered to be the preserve of a few specialists. It is predicted that some research will be a key function of all educators, although in-depth research will continue to be a specialized function.

Sound research must be the basis of the design of training and education programs if educators are to ensure that content is geared to the needs of the workplace. Police educators will therefore require sound analytical skills and an understanding of basic research methodology to be able to conduct literature searches, extract and synthesize relevant information, and identify current best practices in the field. They will also need basic action research skills to be able to work with others to identify and solve actual work-related problems.

- **knowledge of adult learning methodologies**

Because the future emphasis will be on how people learn and less on how they are taught, police educators will need to be knowledgeable about adult learning theories, learning styles, and the motivation of learners. Adult learning theory is based on many disciplines, e.g., the humanities, and the social and biological sciences. Police educators will have to draw upon these disciplines and understand specific knowledge, e.g., the theories of cognitivism, humanism, and behaviourism. They will also need the skills to support learners using a variety of approaches — group facilitation, self-directed and distance learning, and games and simulations. Police educators will come to understand learning as a lifelong activity and structure their programs as a continuous process.

- **design and development skills**

Knowledge of adult learning theories and a variety of delivery modes will assist police educators in designing effective learning activities. Police educators will draw on their theoretical base when planning training modules, selecting appropriate teaching strategies and media. Sound program design and development will flow from the ability of facilitators to combine content with media and methodology in an integrated whole while taking into consideration the unique characteristics of the adult learner.

- **ability to effectively use training technology**

In today's dynamic technological environment, the use of technology in the design of training programs is virtually inescapable. Advances in educational technology assist educators to produce modules that are engaging and attractive to a generation reared and sold on the extravaganza of toyland, e.g., Nintendo. The police educator of tomorrow will need the versatility to operate equipment ranging from the simplest chalkboard, overhead projector or flipchart, to the more complicated camcorder, video-cassette recorder, and interactive video disc, to name a few. Given the rapid rate of change, keeping abreast of state-of-the-art technology will be an important requirement.

More importantly, however, all police educators will need to recognize the limitations of educational technology. In particular, they must come to terms with the fact that because of its association with the entertainment industry, some of the most recent technology can distract trainees from learning and thus have negative results. The bottom line is that educators will need to recognize that technology is no substitute for, and requires the support of, sound facilitation.

- **evaluation skills**

Given the increasing demand for fiscal accountability in all areas of public spending, police educators will need to be able to establish the worth of their contribution to the provision of quality policing. It will be necessary for all police educators to participate in the evaluation process; for this, they will require a basic knowledge of evaluation techniques. They will need to know how to design and administer simple instruments, which involves the ability to identify the critical variables that impact on the attainment of objectives. They will need the skills to design, administer, and interpret individual learning tests. They will also be required to participate, to a limited extent, in the evaluation of learner reaction to training, transfer of learning to and its endurance in the workplace, and the impact of what they do on the quality of service provided by Ontario's police to its communities.

- **ability to link human resources development with corporate values**

Superior research and evaluation skills will enable police educators to gather current information on the direction being taken by all police organizations. They will also need to maintain a high level of awareness of the prevailing economic, political, and social climate in which policing operates because this will directly influence the provision of police services and their response to it in terms of the training and education of police personnel. The ultimate challenge to police educators of the future is to help to create a holistic system wherein all the parts are aware of each other and are so fully integrated that they function as one. In future, program design and delivery must be consistent with and fully supportive of organizational values as manifested in the delivery of service at the front line.

- **ability to be a role model**

The quality of any organization is a reflection of the quality of its personnel. The ethics, values, and culture of policing begin to be inculcated in new hires during recruit training, orientation to their police service, and while working under the tutelage of a coach officer. Police educators will therefore be better able to influence the professional behaviour of recruits if they model the desired qualities during the orientation period. As policing is a profession of long duration involving a process of continuous learning, it will be necessary for all police educators to see it as part of their responsibility to constantly remind long-serving officers, during the course of refresher training, of the high ethical standards demanded by the public. The most effective means of teaching values and high standards of professional behaviour is for educators, during training, to model these behaviours displaying the level of dedication, thoroughness, and correctness required of officers on the job.

- **ability to work as part of a team**

It is predicted that the success of all organizations in the future will depend on the ability of their employees to find solutions to everyday problems working in teams. Not only will police educators have to acquire team-building skills to train officers for the work world but they also will have to be able to work as part of a team of educators and in partnership with learners in the new environment of co-operative learning. The police educator of the future therefore has a pivotal role to play, working as part of the instructional team for the accomplishment of corporate values and, at the same time, ensuring the commitment of the officers they train to the broader values of policing in general.

CONCLUSION

The "Report on Strategic Learning Requirements for Police Educators" will support a number of human resources functions in future. The most important of these will include: the determination of selection criteria for recruitment and promotional purposes; and the design and development of professional training and education programs for police educators.

The challenge of the future is to assist police personnel in acquiring sufficient knowledge of adult learning theories and facilitation skills so that they can move from being expert police professionals and develop into skilled police educators. The advantage of selecting police educators on the basis of exemplary technical skills is their concomitant ability to model the best attitudes and values for learners.

The definitions of strategic learning requirements indicate a concern for outcomes in terms of improved performance and impact at the organizational level, which is a dramatic shift from the current emphasis on testing for the retention of knowledge at the individual level.

The movement from instructor-centred delivery modes to learner-centred styles emphasizing experiential learning activities is clear. The future system is more outward-looking, emphasizing the inter-relatedness of the parts. Police educators will see themselves connected to all police organizations in Ontario, other police educators internationally, and to all human resources development specialists regardless of the sector.

RELEVANT COMMITTEE RECOMMENDATIONS

Strategic Learning Requirements for Police Educators

8. Require that the strategic learning requirements for police educators set out below and described in detail in this Final Report be the focus of program design in the future. These strategic learning requirements are as follows:

    1. Communication skills
    2. Facilitation skills
    3. Ability to work with community diversity
    4. Networking skills
    5. Marketing skills
    6. Research skills
    7. Knowledge of adult learning methodologies
    8. Design and development skills
    9. Ability to effectively use training technology
    10. Evaluation skills
    11. Ability to link human resources development with corporate values
    12. Ability to be a role model
    13. Ability to work as part of a team.

9. Establish, as part of the Ontario Police Learning System Board (see recommendations 77-81), a consultancy capacity to ensure that police educators are adequately prepared in the areas of adult learning theory and practice.

10. Establish, as part of the Ontario Police Learning System Board, a consultancy capacity for police services and police educators to provide assistance in the use of educational technology and distance learning to deliver learning programs.

Chapter 13

PROCESSES FOR ENSURING LEARNING REQUIREMENTS ARE CURRENT AND APPROPRIATE

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INTRODUCTION

Preliminary work by the Strategic Planning Committee on Police Training and Education established learning requirements for selected occupational categories. These requirements give direction, in a general sense, to those who will implement the proposed Police Learning System.

The system, which considers training and education to be driven by performance-based needs, is concerned with the performance and consequently the learning needs of both the individual and the organization. Therefore, the design of learning initiatives must be based on a clear profile of the learner in relation to a set of occupational tasks. This Final Report stresses the importance of a holistic system which further relates occupational tasks to service to the community. The definitions of strategic learning requirements deliberately link learning to tasks, to the organization and, finally, to the community.

To illustrate, the following definition of "communication skills" for senior managers is excerpted from the Committee's *Report on Strategic Learning Requirements for Police Personnel*:

> *The senior police manager frequently plays the role of ambassador for the organization and seizes opportunities to explore stakeholders' viewpoints by capitalizing on existing communication vehicles and creating new ones. At this level, superior communication skills and strategies will need to be developed to ensure management of the organization toward strategic goals and to prevent the development of informal communication systems that destabilize the organization. Senior police managers will be required to promote open dialogue throughout the organization and compellingly relate a future state and direction which generates enthusiasm and commitment at all levels.*
>
> *They will require high impact communication skills to present complex issues with clarity, credibility and impact in widely varied forums; to adapt the content and style of communication for different audiences; to handle on-the-spot questioning by the media, special interest groups and senior public officials while managing diversions and interruptions with tact; and provide responses which reflect an awareness of the sensitivities involved. The quality of their presentations both internally and externally will portray them and the profession as a whole in a favourable light;*

and will facilitate the forging of closer relationships with the public, and greater cooperation and understanding in the workplace.

This definition clearly conveys the multifaceted role of the senior manager as one whose communication skills are utilized in framing and reframing the organization, in forming public opinion about the organization through excellent public relations skills, and in providing leadership.

JOB ANALYSIS

Job analysts use a variety of methods to determine and compile inventories of the knowledge, skills, and abilities required for acceptable job performance. The purpose of any job analysis is two-fold: to describe the content of a job; and to define the behaviours associated with successful performance by incumbents. The process concentrates on what the satisfactory employee does in fulfilling everyday responsibilities.

The Committee chose Sidney Fine's Functional Job Analysis (FJA) methodology to analyze the jobs of constable, patrol sergeant, middle manager, senior manager, and police educator. The main feature of this methodology is its ability to relate actual work to the purposes, goals, and objectives of the organization by incorporating them into task statements structured around worker functions as illustrated above in the quoted description of communication skills for senior managers.

However, the Committee is aware that FJA is only one of many methodologies used by human resource specialists to obtain the same results. Other methodologies used for developing job profiles include: the Position Analysis Questionnaire (PAQ); the Occupational Analysis Inventory (OAI) – a variation of the PAQ; the Job Analysis Questionnaire (JAQ); and the Job Information Matrix System (JIMS). Indeed, the Committee had the opportunity to compare its analysis of the constable position with another analysis of the same rank done by the Race Relations and Policing Unit (RRPU) of the Ministry of the Solicitor General. The RRPU used the Behavioural Event Interview (BEI). The congruency of the results was striking; the findings of the two approaches mirrored each other.

The results of job analyses can support a variety of human resource management and development functions. The Committee views the results of the analyses as capable of supporting the following functions:

- the formulation of job descriptions and job specifications;
- the definition of job similarities and differences for compensation and job classification purposes;
- the identification of essential attributes for recruitment, hiring, and promotional purposes;
- the development of standards for the performance evaluation process; and
- the design and development of learning opportunities for the relevant occupational categories.

When based on the above, job analyses can be expected to provide the framework for the human resources development function. This framework will begin with the performance appraisal and the determination of the need to "train", and end with the subsequent design and delivery of the required training and the ultimate assessment of its impact on service delivery. Therefore, at every stage, the system will be built around a clear picture of the competent performance of concrete tasks.

RESEARCH AND CONSULTATION

The Committee based the design of the entire learning system on the two pillars of research and consultation. These two approaches also underpin the process of job analysis that generated the lists of comprehensive learning requirements and the definitions of those designated "strategic". The Committee strongly recommends that its approach be adopted as a prototype for the future and that the maintenance of this type of documentation be based on sound research and constant consultation with stakeholders and the community-at-large.

Constant research will ensure that leading-edge practices are always used for job analysis purposes. It will help the learning system to determine which methodology best meets its needs at any point in time, thereby ensuring that the system does not continue to endorse a particular approach merely because it was used previously.

Regular consultation within the police community, and with communities across Ontario, will ensure that the learning system's reading of the environment is always current so it never operates in a vacuum oblivious to the concerns of its internal and external audiences.

These two processes have the additional advantage of involving all the stakeholders in a partnership that builds commitment to the overall system of policing and to the sub-system of police learning. Maintaining an atmosphere of openness and having systems in place to capture new information will enable the Police Learning System to be generative, anticipating changes that call for the creation of new or unique jobs, or the modification of existing jobs. The end result will always be the design and provision of opportunities for personnel to acquire the knowledge, skills, and abilities required to function efficiently.

CONCLUSION

The Committee believes that tested processes must be in place to facilitate the operation of the new Police Learning System. The holistic system must be linked to service to the community. Job analysis will identify the knowledge, skills, and abilities needed by police personnel, and is crucial for the human resources function. Finally, consultation and research – the twin foundations of the system – must be ongoing to maintain its relevance, viability, and connection to the community.

RELEVANT COMMITTEE RECOMMENDATIONS

Processes for Ensuring Learning Requirements are Current and Appropriate

11. Ensure that the Ontario Police Learning System Board regularly updates job analysis information to ensure that learning requirements are always current and appropriate.

12. Establish, within the Ontario Police Learning System Board, a capacity to determine the most appropriate job analysis methodology to be used at any time to identify the learning requirements of all police personnel.

13. Develop processes to ensure that all the information captured throughout the job analysis process is used system-wide for human resources management practices including performance appraisal, promotion, and hiring.

SECTION F:

KEY COMPONENTS OF THE POLICE LEARNING SYSTEM

Chapter 14

TRAINING, EDUCATION, AND DEVELOPMENT PROGRAMS FOR POLICE PERSONNEL

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INTRODUCTION

The recommendations for a Police Learning System developed by the Strategic Planning Committee on Police Training and Education are the result of a lengthy and detailed process of consultation and research, culminating in the development of a learning system designed to meet today's needs and those of the future. To create a learning system for police personnel, the Committee determined current and future anticipated learning requirements for policing in Ontario; examined models and approaches to human resources development in other police jurisdictions as well as in other jurisdictions and in other sectors; and considered appropriate technologies, education strategies, and development opportunities. The Committee then integrated all of these into a workable system with sufficient flexibility to accommodate the diversity of police learning needs and organizational requirements and constraints across Ontario.

The Committee proceeded through a series of phases. Four independent "models" were first developed by the staff. The data gathered throughout the research process provided a vast array of potential features. The "models" incorporated the best possible components of various learning systems and approaches observed in other police agencies, the private sector, and educational institutions in this and other jurisdictions. The challenge was to integrate the positive features into a cohesive system which meets the needs of both the individual learner and the organization. These initial "models" were constructed to reflect the mission statement for, and key principles of, the learning system set out in Chapters 9 and 10 of this Final Report.

These initial "models" were designed to meet three additional criteria:

- creativity: to create systems that reflected leading-edge learning technologies without the restrictions of existing organizations, financial considerations, or historical relationships;
- specificity: to describe in some detail the functions, roles, and relationships of the components described in the individual "models"; and
- variety: to create distinct and different "models" for consideration.

These "models" were then presented to the Committee for evaluation and comment. Using the Committee's input, one final working "model" was subsequently developed to serve as the base for detailed deliberations. Committee members, working from this final "straw model", constructed what this Final Report now recommends for police learning in Ontario. They carefully considered the individual components, as well as the overall integration of the learning system into policing as it is known today and as it is expected to be in the future. Throughout all of the deliberations, the Committee continued to be guided by the mission statement and principles.

The proposals outlined in this chapter deal primarily with the training, education, and development components of the learning system described in Chapter 8. However, the fourth component of the learning system, i.e., organizational learning, is extremely important; indeed, its adoption and implementation is critical to the system's success. The Committee believes that the organizational learning component is so important to the implementation of the type of learning system it foresees that it has devoted an entire chapter to it (see Chapter 15). In fact, without the implementation of the basic principles of organizational learning, the training, education, and development opportunities proposed in this chapter will have limited effect. Clearly, these proposals are consistent with, and complementary to, organizational learning; in fact, some would argue they are a necessary prerequisite. Thus, these proposals must be read in conjunction with those set out in the next three chapters. Although training, education, and development programs are separated here, the Committee recommends a total system which includes: what was stated earlier; training, education, development, and organizational learning; the evaluation of the learning system; and a Central Governing Authority for the system itself. All of these must exist if the mission statement recommended by the Committee is to be fulfilled in a manner consistent with the operating principles outlined in Chapter 10.

This chapter outlines proposed training, education, and development programs for the following categories of police personnel: recruit or entry-level police officer; coach officer; supervisor; middle manager; police executive; and specialist. The Committee's proposals regarding ongoing or refresher training and education for police personnel are also outlined. The chapter concludes with a description of the role of colleges and universities, and the Ontario Police College in the delivery of the training, education, and development programs outlined.

RECRUIT OR ENTRY-LEVEL POLICE OFFICER TRAINING AND EDUCATION

Stages

■ entry-level qualifications

After giving considerable thought to entry-level qualifications for police recruits, the Committee developed a final proposal which balances the requirement that police personnel, in their own diversity, be representative of the diversity of the communities they serve with the equally compelling requirement that police officers, by their preparation and training and education, may be justifiably considered as professionals. Furthermore, the Committee's proposal increases the efficiency of the current entry-level training system by making better use of existing resources, including the post-secondary education system.

The current entry-level requirements for policing are set out in Section 43(1) of the *Police Services Act*. They are as follows:

> *No person shall be appointed as a police officer unless he or she,*
>
> *(a) is a Canadian citizen or a permanent resident of Canada;*
>
> *(b) is at least eighteen years of age;*
>
> *(c) is physically and mentally able to perform the duties of the position, having regard to his or her own safety and the safety of members of the public;*
>
> *(d) is of good moral character and habits; and*
>
> *(e) has successfully completed at least four years of secondary school education or its equivalent.*

The Committee is proposing that these entry-level qualifications be changed so that the candidates also would be required to have successfully completed at least two semesters of prescribed training and education, or equivalent, at a college of applied arts and technology (community college).

Thus, a portion of recruit training and education is transferred from the Ontario Police College (OPC) to the community college system. Much of this initial, or "foundation", police learning is generic in nature and can be delivered efficiently and with greater accessibility outside the police community. Indeed, community colleges already provide much of this generic material through their current programs preparing professionals for other community services and organizations. This approach will enable the Ontario Police College to develop a more intensive skills training program for recruits, thereby making better use of the police experience of many instructors.

This step is expected to further increase the quality of the recruitment pool for Ontario police services, enhancing both representativeness and professional qualification. Currently, policing exercises control over the recruitment pool when a candidate applies to a police service. Because the prescribed training and education will be to standards set by the Ontario Police Learning System Board, the above approach to entry-level training and education will bring prospective candidates under the jurisdiction of the Police Learning System before they submit their applications to police services.

This change further increases the incentive for prospective candidates to ensure that they adequately prepare themselves prior to hiring, and favours professional attitudes towards post-secondary education and lifelong learning. Just as current minimum educational attainment requirements have not impeded police services in their ability to recruit candidates with higher than minimum qualifications, the "Police Foundations" program at community colleges shall not be considered as a substitute for full completion of college diploma or university degree programs.

Involving the community college system supports policing's commitment to the philosophy of community policing. The delivery of the "Police Foundations" program by external institutions exposes the recruit to the wider environment of the community college system. To the extent that the generic "Police Foundations" program overlaps with other relevant professional programs, it increases potential police recruits' knowledge of other organizations, services, and professions in their communities.

■ "Police Foundations" program

The "Police Foundations" program would consist primarily of generic knowledge and skills; much of the training delivery infrastructure is already in place within the college system. Most Ontario colleges offer programs that train a variety of professionals for related community and social services, such as nursing, business, social work, counselling, and recreation, as well as many others which may contribute courses to a "Police Foundations" program, thus encouraging contact with other students. It is expected that candidates for this program would be eligible for the same financial assistance as candidates to other programs offered by colleges of applied arts and technology.

"Police Foundations" courses might include: "law, legislation and public policy"; "Canadian political systems"; "public administration"; "community and social services"; "professional ethics"; "effective communications"; "contemporary social problems" (including intolerance, family violence, poverty, mental disorders, substance abuse, youth deviance, etc.); "the criminal law and the courts" (including criminal responsibility, procedures, and rules of evidence); "police powers" (including search, seizure, and arrest and other statutory powers); "community policing"; and "race relations". A portion of the "Police Foundations" course subject matter will necessarily overlap, to some extent, with the Application of Knowledge and Skills Training (AKST) Program provided subsequently at the Ontario Police College. The intent of the "Police Foundations" program is to provide potential police recruits with the basic, contextualized knowledge necessary to subsequently acquire and develop applied skills at the Ontario Police College's AKST Program.

The Committee proposes that the "Police Foundations" program be the equivalent of two full-time college semesters (a total of 800 contact or instructional hours in duration). Exemptions could be made for individuals where the college system policy feels it is appropriate, based on demonstrated skills and knowledge from prior learning and/or experience. "Police Foundations" programs will also be accessible to students with work or family responsibilities on a continuing education basis, evenings and weekends, over a period of approximately two to three years depending on the individual's commitment and recognized prior learning. Under certain conditions, some elements of "Police Foundations" may be made available through distance learning. It is expected that most students will have already completed, will be in the process of completing, or will subsequently complete other diplomas or degrees towards which "Police Foundations" course credits may be applied, at least partially.

To ensure fairness, colleges offering "Police Foundations" programs will be selected through the issuance of a Request for Proposal, a standard government process for bidding on projects. All Ontario colleges will be given the opportunity to submit proposals providing detailed information on their capacity to provide a high-quality program meeting the requirements and standards set by the Ontario Police Learning System Board. The number of colleges selected to offer the "Police Foundations" program will be limited to ensure both efficiency and quality. The capacity of programs to ensure that the available pool of candidates for police employment meets the needs of police services, including those related to employment equity, will be considered in the selection of proposals.

▪ police entrance examination

Upon completion of the "Police Foundations" program, the candidate must successfully complete a centrally developed and administered "Police Entrance Examination" to standards set by the Ontario Police Learning System Board before applying to individual police services for employment as a police recruit. The "Police Entrance Examination" is designed to provide a measure of quality control over the "Police Foundations" programs delivered by the community college system. Although the examination is centrally administered, examination sites will be available throughout the province. The Ontario College of Nurses administers similar standardized examinations to the nursing profession.

After successfully completing the police entrance examination, candidates are issued "Certificates of Qualification", valid for two years, which qualifies them for recruitment by a police service. The Committee proposes that a fee be charged to all individuals taking this examination. This fee will be established at an appropriate level to ensure that all the administrative costs of the examination are recovered. For certificate holders who do not accept an offer of employment from a police service within two years, a self-study package will be available to help them prepare for re-writing the examination.

▪ recruitment to a police service

The "Certificate of Qualification" from the Board makes the candidate eligible to apply to a police service. To ensure flexibility, the recruitment practices of individual police services will be left to the discretion of the police service.

Prior to undertaking the Ontario Police College's Application of Knowledge and Skills Training Program, the candidate will receive a limited initial orientation to the police service. The length and content of this orientation will be left to the determination of the sponsoring police service but the duration is expected to be, on average, five days. As this orientation is very limited in scope and duration, no standards will be defined by the Ontario Police Learning System Board.

Upon successfully meeting the entry requirements of a police service and being hired, the candidate becomes an employee of the police service. However, successful completion of the Application of Knowledge and Skills Training Program at the Ontario Police College (see below) is a condition which must be met before the employee is appointed as a constable.

■ Ontario Police College's Application of Knowledge and Skills Training Program

The Application of Knowledge and Skills Training Program is an applied program designed to train candidates in the application of knowledge acquired at the "Police Foundations" program. In some cases, it is designed to introduce candidates to more specific police skills not previously covered, such as use of firearms, driving, self-defence, and police response to specific types of situations such as domestic disturbances. The program's focus will be on the application of knowledge, skills, and abilities to specific policing situations. Methods of instruction will include extensive use of practical exercises and role plays.

For example, after having examined police powers and rules of evidence during the "Police Foundations" program, candidates would be required to apply the knowledge to develop skills and abilities in crime scene management, e.g., basic principles of observation and scene protection in an actual physical staging area. Candidates would participate in: (a) practical exercises and role plays to demonstrate proper and legal arrest techniques; and (b) mock courtroom scenarios, giving testimony and responding to cross-examination. It is anticipated that extensive use will be made of video cameras and other aids to ensure that the students' actions are constantly monitored and reviewed. This method, used in Great Britain, is extremely useful. Also, it is envisioned that the ratio of students to instructors will decrease, thereby ensuring the maximum attention to an individual student's needs. Throughout the consultations, the police community in Ontario repeatedly expressed the need for, and requested, more practical training. This 12-week program is designed to focus almost exclusively on the application of knowledge and skills.

In summary, potential constables in the proposed system would take 800 hours of "Police Foundations" training and education at a selected community college plus 360 hours of application of knowledge and skills training at the Ontario Police College, for a total of 1160 hours. In comparison, the current system allows for 282 hours of initial training and education for the potential constable. The proposed system would give individuals more than a four-fold increase in the amount of training and education they must successfully complete before being eligible to become constables.

- **local procedures training**

Local procedures training, anticipated to be 20 days in duration on average, will take place after the Application of Knowledge and Skills Training Program at the Ontario Police College. Because of the crucial nature of this training, it will be to standards approved by the Board. This local procedures training will be the responsibility of the police service.

- **coach officer-provided training**

An extensive coaching program, consisting of a minimum of 200 hours of individually supervised on-the-job training, will be provided to the recruit during the probationary year. Standards for the coaching program will be set by the Ontario Police Learning System Board. Because police services vary in size and in their capability to dedicate a specific coach officer to the same recruit over an extended period, the system will be flexible enough to permit the coaching function to be provided by more than one officer. The ratio of coach officers to recruits in any police service will be decided by that police service.

On-the-job training under the individual supervision of a qualified coach officer ensures the recruit can apply the knowledge, skills, and abilities in real-life situations. Research has indicated that experiential learning and support to the learner are critical to the success of the learning system. The importance of coaching at this stage of a police career cannot be overemphasized. Early consultations with the Ontario police community at all levels support the implementation of an extensive coaching program for police recruits. Consultation with the private sector reinforces the importance of coaching for entry-level employees. In addition to addressing the needs of recruits, the coaching program will provide career enrichment opportunities for experienced officers.

The learning system is performance-driven and assessment-based; monthly progress reports will be provided, throughout the probation period, to the probationary constable and to the training branch of the police service which will provide a summary of such reports to the Board. The recruit assessments and reporting procedure will provide consistency in developing and maintaining a database of information and will be used to guide the design of the OPC's Application of Knowledge and Skills Training Program.

■ directed work assignment in the community

To expose recruits to the wider organizational environment of the community at an early stage in their careers, police services will arrange for probationary constables to undertake a directed work assignment during paid time with an agency outside the police service. (Under the proposed system, these work assignments will also be required for supervisor and middle-manager training and education.) Every community has a range of organizations that could help to fulfil this requirement. Some of the organizations that could come together in this joint effort might include social service organizations, community centres, business and professional associations, neighbourhood associations, and social action groups.

Protocols will be developed by police services to define clearly the objectives and expectations of the police service, the individual constable, and the outside agencies. The police service is to be responsible for administering this process. The directed work assignment will involve a minimum of 40 paid hours on the part of the probationary constable.

Policing in the future will consist of much more than responding to a sequence of individual calls for service, and constables must come to understand the roles of community groups and organizations. Current literature in the field of organizational learning supports systems thinking and encourages a view of the community as a system rather than a collection of independent parts. Directed work assignments with external agencies will provide recruits with exposure to systems thinking at this early stage of the police career. In addition, directed work assignments support a strong commitment to the philosophy of community policing. Consultation with community focus groups identified a definite need for the police to become much closer to the community they serve.

During paid time, after completing the directed work assignment, the recruit will be required to reflect upon the learning opportunity by documenting the experience and describing how the information gathered can be used to foster and support better police/community relations.

A number of elements to this aspect of recruit training are crucial. The Committee proposes that all of these directed work assignments within community support agencies be structured and administered in the same way, albeit with different emphasis depending upon the level of the candidate. At this point, it is worth repeating the key elements from the Committee's perspective.

First, the assignments must be directed, i.e., the coach officer and the individual supervising the coach officer must be clear about the objectives and the expectations. In short, consistent with organizational learning principles, there must be some intentionality to this assignment.

Second, the individual involved would actually "walk in the shoes" of the individual(s) in the selected community support agency. The recruit is not there to be a security officer for the organization. He or she is there to understand the organization, its operations, and the people it serves.

Third, consistent with adult learning principles, the individual will be required to reflect on his or her experience and thereby deepen his or her knowledge and understanding, particularly in terms of police/community relations.

■ Ontario Police College's Advanced Application of Knowledge and Skills Training Program

After completing the probationary period within 24 months of initial hire, constables must return to the Ontario Police College and attend a two-week Advanced Application of Knowledge and Skills Training Program. Training undertaken during this period will be individualized to the maximum extent possible, using information from coach officer assessments and any formal performance appraisals of the individual officer.

In addition to the intrinsic value of encouraging exchange between officers from different police services, the Advanced Application of Knowledge and Skills Training Program will provide an occasion for feedback to the Ontario Police College on the adequacy of initial recruit training in preparing recruits for the field. It will also be an occasion to initiate the new officer to in-service training through the Police Learning System.

In summary, the Committee is recommending that individuals undergoing recruit or entry-level police training:

- complete two semesters of a "Police Foundations" program (or equivalent) at a selected community college;
- write a centrally developed police entrance examination;

- compete in a local police service recruitment process and be hired by that police service (after which individuals would be employees of the police service);
- complete a limited pre-OPC police service orientation program (Level 1 – OPC);
- pass the 12-week Application of Knowledge and Skills Training Program at the Ontario Police College (Level II – OPC);
- complete local procedures training at the police service (Level III orientation);
- undergo 200 hours of coach officer-provided training in the field;
- participate in 40 hours (minimum) of directed work assignment in a community support agency;
- write a report on this directed work assignment; and
- complete the Advanced Application of Knowledge and Skills Training at the Ontario Police College within 24 months of hire (Level IV – OPC).

The next section of this chapter deals with the training of coach officers, which is crucial to the appropriate development of new recruits. The Committee feels strongly that coach officers must be adequately trained to meet this most important challenge.

COACH OFFICER TRAINING

The Committee believes that, in addition to the items mentioned in the previous section, the training of coach officers and their supervisors can only be effective if a number of elements are in place.

First, a supervisor must be clearly assigned the responsibility for managing the coach officer, to ensure accountability and some measure of objectivity.

Second, the individual assigned the responsibility for managing the coach officer(s) must be adequately trained. As a review of the strategic learning requirements indicates, coaching increasingly will become a part of the job of first-line supervisors. Thus, they must receive training in the coaching function, and they must be trained in the managing of constables who are coaches.

Third, the training of coach officers – a function crucial to the development of professional officers – must be to standards set by the Ontario Police Learning System Board.

Fourth, implicit in the previous argument, individuals should not be coach officers until they have received the appropriate training.

Fifth, the Committee believes that while the remuneration of coach officers should be left to the collective bargaining process between the local police services boards and police associations, there should be a system for recognizing exemplary coach officers at the police service and the provincial level. This recognition could take a variety of forms, such as an annual conference which would facilitate networking of coach officers and enhance the profile of the coaching function in the police community. Although the Committee believes that a specific system(s) of recognition(s) should be left to the discretion of the Ontario Police Learning System Board, some forms of recognition will have to be developed and put in place, if the learning system is to attract the appropriate type of individuals to this important function.

SUPERVISOR TRAINING AND EDUCATION

Supervisors in police services are all first-level supervisor positions, and include civilian positions. Prior to discussing the specific delivery mechanisms for the training and education of supervisors, pertinent elements of the proposed mission statement and principles of the Police Learning System will be repeated. The Strategic Planning Committee is recommending an overall system that "provides a variety of planned learning opportunities throughout a career" and also one that "fosters confidence and professionalism". In terms of the operating principles, the Committee is recommending that the system "will achieve results in a cost-effective manner" and "will provide for community involvement in its design, delivery and evaluation".

These philosophical underpinnings have led the Committee to propose that successful completion of supervisory training and education as outlined below be mandatory for permanent appointments to a supervisor's position in a police service. The Committee feels that the system must adequately prepare individuals before they assume the position on a permanent basis. Furthermore, in terms of training eligibility, the Committee feels that its principle of cost-effectiveness can be adhered to only if individuals taking supervisor training and education have either: (a) successfully completed a formal promotion process and been nominated by the chief of police or his or her designate; or (b) been nominated by the chief of police or his or her designate. Persons in category (b) will be admitted only if spaces are available after persons in category (a) have been admitted. Criteria and procedures for selection to promotion to position of supervisor, and indeed other positions in a police service, will not be controlled by the Ontario Police Learning System Board; they will continue to be the responsibility of the police service.

The Committee proposes two methods of delivery for supervisor training and education:

- candidates successfully complete a recognized course(s) in generic supervisor training and education at a post-secondary institution complemented by a course on police-specific training at the Ontario Police College; or

- candidates successfully complete a course at the Ontario Police College covering both generic and police-specific training.

The first option permits eligible candidates to take generic training at a number of post-secondary institutions throughout the province while still taking police-specific training at the Ontario Police College with their peers. Much of training for supervisor responsibilities in organizations, including police services, is generic in nature. Thus, the community college and university system is capable of providing much of the necessary training to develop police supervisors. Shifting generic supervisor training into the post-secondary education environment supports professional attitudes toward continuous lifelong learning and reflects a sound commitment to the philosophy of community policing. Furthermore, it makes effective use of available opportunities and resources, and enables the Ontario Police College to focus on its role of providing the police-specific applied skills component of supervisor training. This approach also provides for greater accessibility and flexibility, reduces travel costs, and allows for greater individual officer initiative in preparing for greater responsibility within policing.

However, as the above options clearly indicate, candidates can, if they wish, take both the generic and the police-specific training at the Ontario Police College. Although the Committee believes that most candidates, over time, will choose the first option, because there will be a transition, it was felt that having both options available to the police community at this time was important. Also, several Committee members expressed the view that because the generic training and education portion was inextricably linked to the police-specific training portion at this level, it would be difficult to split the theory from its application.

In addition to completing the aforementioned training and education, each candidate would be required to successfully complete a directed work assignment within a selected community agency. As with recruits, this would be a minimum of 40 hours on paid time and would also include a requirement to write a report, again during paid time, on the experience. This report would place particular emphasis on how police/community relations could be enhanced. The rationale and the administrative procedures for this assignment are the same as those outlined under the section of this chapter dealing with recruit or entry-level officer training.

Finally, the Committee believes that this type of training and education should be to standards approved by the Ontario Police Learning System Board. These standards would include the recognition of certain available course(s) in generic supervisory training and education at a post-secondary education institution, and would also include standards on the specific content of the police-specific training at the Ontario Police College.

MIDDLE-MANAGER TRAINING AND EDUCATION

Middle managers are the second level of management in most police services, and include civilian positions. The rationale for the Committee's recommendations for this type of training and education is similar to that expressed for the supervisor level and need not be repeated here. The same philosophical underpinnings led the Committee to propose that successful completion of middle-manager training and education (as outlined below) be mandatory for permanent appointment to a middle-manager position in a police service. Also, the Committee is proposing that access to middle-manager training and education be successful completion of a formal promotion process plus nomination by the chief of police or his or her designate. Criteria and procedures for selection to promotion to a middle-manager position in a police service will not be controlled by the Ontario Police Learning System Board; they will continue to be the responsibility of the police service. The Committee is proposing only one option for the delivery of middle-manager training and education, consisting of:

- successful completion of a recognized course(s) in generic middle-manager training and education at a post-secondary education institution; and

- a course on police-specific training at the Ontario Police College.

Unlike the training and education for the position of supervisor, the Committee feels strongly that most generic knowledge, skills, and abilities (KSAs) for middle managers can and should be acquired through recognized course(s) in post-secondary institutions. This approach will permit candidates for middle-manager positions to obtain the necessary KSAs in an external environment, which is consistent with the philosophy of community policing and is a much more efficient use of the infrastructure of the Police Learning System.

However, the Committee recognizes that certain skills and abilities, e.g., operational planning in a police environment, are best acquired and developed with one's own peer group. Middle-manager candidates might take courses on the theory of operational planning at a community college; during a course at the Ontario Police College, they would be developing the necessary skills to actually apply this theory to the policing environment. In addition, they would be doing this with their peer group, thereby learning from them as well.

Again, as with recruit and supervisor, this type of training and education would include a requirement for a directed work assignment within a community support agency. The components are the same and will not be repeated here. However, it is important to point out that, at this level, the individual should be focusing on the broader issues, vis-à-vis police/community relations. Thus, the directed assignment may take the form of becoming involved in umbrella organizations which have an impact on the entire jurisdiction being policed and not just on specific, very local community organizations which would be the case for recruits, in particular, and for supervisors, to a lesser extent.

Finally, the Committee recommends that the type of training and education be to standards approved by the Ontario Police Learning System Board. These standards would include the recognition of certain courses in generic middle-manager training and education at post-secondary institutions and would also include the approval of the specific content of the police-specific training at the Ontario Police College.

EXECUTIVE DEVELOPMENT

Unlike the previous levels of police management, the Committee has chosen not to be directive about the specific type of training and education an individual must have before being appointed to an executive position in policing. In the Committee's view, learning needs at this level are highly individualized and are a function of the individual's prior learning and experience and of his or her aspirations. As such, consistent with the part of the mission statement that states "serves and respects the needs of the learner...", the Committee is recommending the establishment of an Ontario Police Executive Development Institute which would have the following mandate:

- to provide needs assessment for individuals to assist them in developing an appropriate range of learning opportunities; and
- to co-ordinate, facilitate, and procure learning opportunities for individuals.

The Institute will not deliver programs directly; rather, it will facilitate access to available learning opportunities for police executives. No educational prerequisites will be established for pursuit of learning through the Institute. Its primary function will be to support continuous learning and to focus learning activity.

The Committee supports the view that executive development must cross traditional boundary lines and link with policing's external environment, consistent with contemporary executive development structures in place in external police jurisdictions and in the private sector. This model for executive development is designed to ensure flexibility and is learner-centred, being based on individual needs assessment.

Learning in co-operation with this Institute will take place in a variety of settings and use a wide selection of learning modes. The university system will be challenged to increase access to full-time employees wishing to pursue higher education through such means as modular programs, as it is currently providing through a growing number of programs. Flexibility will be ensured through generous candidate choice, recognizing the demands of the police executive schedule. Developmental secondments in organizations outside the individual's current police service, such as a private corporation, a research institute, or other police services and public-sector organizations, will be encouraged. Executive syndicates of four or five members will bring candidates together from different police services to study, analyze, and present police-related business problems within structured timeframes. These are just some of the many possible learning opportunities that could be made available through the auspices of the Institute. The aforementioned have been set out to simply give an idea of the types of programs that could be available to potential police executives, once their learning needs have been assessed through the Ontario Police Executive Development Institute.

To ensure that the Institute plays a significant role in the Police Learning System for police executives, the Committee is proposing that, by 1997, all appointees to the position of chief or deputy chief will be required to show that they have been actively engaged in a period of professional development recognized by the Institute. This is consistent with the Committee's recommended mission statement for the Police Learning System that "values continuous organizational and personal improvement". This requirement will ensure that those individuals aspiring to become command officers in police services have demonstrated a commitment to ongoing professional development and lifelong learning. It will also ensure that they have a broader base of knowledge and skills to deal with the challenges of managing a police service.

The Institute's primary clients will be senior officers, particularly those aspiring to the rank of chief or deputy chief of police. However, other police personnel will be allowed access to the Institute's services at the discretion of the Board. A membership association and data bank will be established to facilitate contact between new leaders and executives who have already used the services of the Institute. The key function of the membership association will be to foster networking among executives in support of continuous learning.

Today's police executives lead very complex organizations, and these positions demand a high degree of organizational, analytical research, and problem-solving skills. Formal exposure to these kinds of skills, usually obtained in the course of professional studies at institutions of higher learning, will assist in preparing future police executives to deal effectively with a range of individuals and groups with whom the police conduct business, including the courts, police services boards, municipal department heads, elected officials, and other professions.

Policing is beginning to realize the value of post-secondary education to individual development. Increasing numbers of entry-level candidates now hold post-secondary educational qualifications and many permanent members of police services are involved in study toward college diplomas and undergraduate as well as graduate degrees.

Recognizing this environment, but also considering the distance which police services have yet to cover in upgrading the educational attainment of future candidates for command ranks, the Strategic Planning Committee is recommending that the possession of an undergraduate degree or equivalent be strongly encouraged, but not mandatory, for appointment to a position of chief or deputy chief of police.

SPECIALIST TRAINING

The importance of specialists and specialized duties within policing cannot be overemphasized. Specialization is integrated throughout the policing environment and provides crucial support, as needed, to police operations for use in complex investigations, the effective deployment of police resources, the appropriate use of technology and, increasingly, the management of police organizations. Specialty functions, which may be performed by police personnel or civilian employees, either full-time or on an occasional basis, may be contracted or shared between police services. In many cases, access to specialty duties is seen as a career enrichment opportunity by police personnel. With this partly in mind, many police services rotate assignments to specialized duties.

Police specialties are subject to rapid change; while some traditional areas of specialization are disappearing or becoming part of general duties, other specialties are emerging. Furthermore, the ways in which specialized duties are assigned in different police services vary considerably.

In practical terms, a "police specialist" is an individual with demonstrated in-depth knowledge, skills, and abilities in a particular area of policing, acquired through a combination of formal training and experience. Training may be acquired within the Police Learning System or through other institutions. In some cases, external accreditation is required to perform certain specialist duties. Some commonly accepted police specialties and specialist designations include: intelligence, breath technician, police educator, surveillance, polygraph, auto theft investigation, explosive disposal, forensic identification, hostage negotiation, undercover operations, underwater search and rescue, and media relations.

Consultation with the police community suggests that police specialists are well served by the existing Police Learning System. The Committee does not recommend any changes in the area of police specialty training. Police personnel performing specialized duties will have access to refresher and in-service training in the same manner as all police personnel. As well, the Police Learning System will continue to monitor the evolution of police specialties to ensure that adequate training is available, effective, and up-to-date.

REFRESHER TRAINING AND EDUCATION

Types

"Refresher Training" is often referred to as ongoing training, in-service training, re-qualification training, advanced training, etc. Because these terms tend to confuse rather than enlighten, the Committee began its task by classifying this training into specific categories and then recommending strategies based on the mission statement and principles of the learning system that would help address each of these training categories. From the perspective of the individual and the organization, "refresher training" can be divided into three types of training and education:

- mandatory refresher training;
- training and education for the individual's current job; and
- training and education for the individual's future job.

■ mandatory refresher training

As the name implies, mandatory refresher training is compulsory training which must be carried out on a periodic basis to ensure that key skills and abilities are retained. The Committee wants this category of training to be both compulsory and narrowly defined; currently, the categories include firearms and use of force training, and first aid and CPR training. Because police and police services must be — and must be seen to be — highly proficient in certain fundamental skills, a standard approach to this type of training is needed. The Committee believes that the Ontario Police Learning System Board should develop rigorous standards for this type of mandatory refresher training and that the provincial government should pay the relevant tuition costs. Based on a fee schedule the Board would establish, the government would pay tuition costs subsequent to the training. These payments would be subject to all the appropriate financial and managerial controls necessary for the disbursement of public funds, including periodic financial and operational audits. Tuition costs are defined as the costs of training materials and trainer salaries. They do not include trainee costs.

■ training and education for the individual's current job

Unlike the previous type, this training and education would be based on needs. These needs will be identified using a formal performance appraisal system at the local police service level, consistent with the Committee's proposed mission for the Police Learning System and several of the proposed key operating principles. This type of approach "serves and respects the needs of the learner" and achieves results "in a cost-effective manner". It is also consistent with current human resources management practices and the approaches to learning found in other sectors. Policing, like other public-sector services, must become very conscious of the efficient and effective allocation of resources. This method of linking training and education opportunities to needs defined through a formal performance appraisal system will assist police services in ensuring the maximum impact for its scarce financial resources.

It is also important to point out that performance appraisal systems are extremely powerful tools in the management of any organization, including police services. As will be explored further in the next chapter, direct performance feedback is an important element of implementing organizational learning in a police service.

This type of training and education based on performance appraisal systems will especially serve individuals within the learning system who have long-term service and who would not otherwise receive training if they are not promoted or reassigned to specialist duties. Long-serving personnel need opportunities for renewal from time to time, especially when they remain in the same rank. Training and education geared to their specific needs will provide them with the necessary stimulation and ensure their continued productivity. However, it is important to point out that this type of performance appraisal-driven training and education is aimed at all types of police personnel.

- **training and education for the individual's future job**

As with the previous type of training and education, these opportunities will also be based on need. These needs will be determined using both performance appraisal and career planning systems. These processes will be used to define individuals' career development requirements and provide learning opportunities to prepare them for greater levels of responsibility and/or career specialization. This type of training and education is intended to encourage initiative on the part of police personnel who do not need training and education opportunities to meet their current job requirements, but who wish to improve their qualifications and enhance their careers.

Delivery Systems

The learning system's approach to this type of training and education will be flexible in accommodating the needs of the learner in all areas of the province. A variety of delivery modes will be used to provide learning opportunities including classroom lecture, computer-based simulation, self-study, correspondence, and video. Learning opportunities can be made available to police services through in-service programs, central police training institutions, post-secondary institutions, and private learning organizations. The learning system, by using a variety of delivery modes, will reflect the best approaches to adult learning. In terms of providing financial assistance to police personnel, the Committee believes that all police services boards should be encouraged to pay full tuition reimbursement to their police personnel who are pursuing approved post-secondary educational courses. Similarly, the Committee feels that all police services boards should be encouraged to develop a system of self-funded educational leave for their police personnel.

Performance Appraisal and Career Planning Systems

Performance appraisal and career planning systems are key elements of an effective needs-based approach to refresher training and education. The Committee recommends that the Ontario Police Learning System Board assist police services to develop performance appraisal and career planning systems and provide assistance to police services in their implementation. The learning system will encourage individual police services to develop and use the systems that work for them.

Ontario Police College's Advanced Training Course

The Advanced Training Course currently offered at the Ontario Police College will be continued, but not expanded beyond its current level of approximately 600 students per year. This course is designed to provide refresher training and education, particularly to career constables, which the Committee suggests be primarily needs-based and delivered in a variety of different modes. It was felt that this course should not be expanded and that provincial resources could be more effectively used by providing assistance to police services in the development of performance appraisal and career planning systems and by providing tuition costs for mandatory refresher training.

THE ROLE OF COLLEGES AND UNIVERSITIES

As described earlier, the learning system will use the existing post-secondary educational institutions to provide learning opportunities at the recruit level for the "Police Foundations" program and at the supervisor, middle-manager, and executive levels in terms of generic managerial skills. This shift to non-police institutions of higher learning will enable the traditional police learning institutions, such as the

Ontario Police College, to develop and implement a more intensive skills development program.

Role and Responsibilities

The colleges and university system will be formally involved in the Ontario Police Learning System by:

- providing pre-employment training for entry-level candidates to policing, through community colleges, to standards approved by the Ontario Police Learning System Board within the framework of the Ministry of Colleges and Universities' policies and funding practices;
- providing generic supervisory and managerial training to police personnel throughout their careers in policing through credit and non-credit programs;
- providing a variety of learning opportunities for police executives through credit and non-credit programs;
- participating in the accreditation process by providing information on the prescribed training programs for police recruits of various community colleges;
- providing information on the post-secondary education system to assist the Ontario Police Learning System Board fulfil its mandate;
- providing information which will assist the Board in recognizing credit and non-credit courses for generic supervisory and managerial training; and
- encouraging collaboration of individuals in the police community and the academic community to conduct research into policing and particularly police learning.

THE ROLE OF THE ONTARIO POLICE COLLEGE

As previously indicated, a portion of police training is generic in many respects, and can be delivered through learning institutions external to the police community. As a result of greater integration with the post-secondary education system, many training institutions in other police jurisdictions and in the private sector are now focusing on the practical application of knowledge and the development of skills. Divesting the academic portion of recruit training to the community college system will free up additional time for a more intense program of skills training at the Ontario Police College.

Proposed Responsibilities

Recognizing these new directions, the OPC will correspondingly shift its responsibilities to reflect and support the principles of the new Police Learning System.

The Ontario Police College's new responsibilities are:

- application of knowledge and skills training for recruits;
- direct delivery and co-ordination of the delivery of specialty training;
- the Research Library;
- the new Police Training Information Resource Centre (i.e., information on what is happening across the province in police training);
- workshop/seminar co-ordination and delivery;
- police supervisor and middle-manager training and education (as outlined in this Final Report);
- refresher training (as outlined in this Final Report);
- regional and in-service training support; and
- any other duties the Ontario Police Learning System Board may deem appropriate, from time to time.

Staffing

The Committee believes that, ideally, staff should consist of instructors knowledgeable in current policing issues and practices, who would teach a variety of police personnel at the OPC.

Research has indicated that private-sector corporations are restructuring their training centres to reflect a small number of permanent trainers and a larger number of employees with current experience in various company divisions. External police jurisdictions are placing a heavy emphasis on hiring seconded instructional staff, with a current field awareness, to impart this knowledge at their central learning institutions.

The Committee is proposing that this be accomplished by staffing the College with a core of permanent staff and a larger number of other seconded and contracted staff to meet shifting needs. Measures will be taken to ensure a secondment to the Ontario Police College will be valued as a developmental position. It is recognized that the rights of the current permanent employees will be respected and that this recommendation will have to be implemented over an extended period of time.

CONCLUSION

In the context of preparing police services to meet the challenges of the decade ahead, police personnel must be provided with effective training, education, and development programs. These programs must be designed for a variety of levels: recruit or entry-level, coach officer, supervisor, middle manager, executive, and specialist. Furthermore, refresher training and education must be needs- and assessment-driven, and delivered in a variety of ways. The community, the post-secondary education system, and the Ontario Police College all have important roles to play in the delivery of this training, education, and development.

RELEVANT COMMITTEE RECOMMENDATIONS

Recruit or Entry-level Police Officer Training and Education

14. Amend Section 43(1) of the *Police Services Act* by adding the following section:

    (f) has successfully completed at least two semesters of prescribed training, or equivalent, at a college of applied arts and technology.

15. Require that the Ontario Police Learning System Board establish standards for this prescribed training (recommendation 14). This prescribed training will cover the academic and general skills portion of a potential recruit's training and education.

16. Issue a request for proposal (RFP) to all colleges of applied arts and technology to give each college an opportunity to offer this prescribed training. The responses to this RFP process will be reviewed and a number of colleges of applied arts and technology will be selected by the Ontario Police Learning System Board to offer this prescribed training.

17. Require that, in addition to successfully completing the prescribed training, all candidates must also successfully complete an examination to be developed and administered by the Ontario Police Learning System Board. The successful completion of this examination will grant the individual a "certificate of qualification", valid for two years, which he or she must present when applying to a police service.

18. Charge a fee to all individuals taking this examination (described in recommendation 17). This fee will be established at an appropriate level to recover the administrative costs of the examination.

19. Change the focus of the Ontario Police College for recruit training from a combination of academic education and general skills training to a centre of excellence in the application of knowledge and skills training through the use of practical exercises, scenarios, and other "hands-on" approaches.

20. Extend the first phase of recruit training at the Ontario Police College from 47 days to 60 days.

21. Require that an individual be an employee of a police service prior to, and during attendance at, the recruit training described in recommendation 19.

22. Require that individuals must successfully complete the 60-day Application of Knowledge and Skills Training Program at the Ontario Police College before being appointed as constables.

23. Require that, after the training described in recommendation 19, all entry-level officers receive local procedures training to be provided by the local police service to standards approved by the Ontario Police Learning System Board.

24. Mandate that all recruits, before the end of their probationary period, participate in a two-part directed work assignment within a selected community support agency as part of their initial training and education. The first part is to consist of a 40-hour (minimum) period of direct service within the agency. The second part is to consist of a written essay analyzing the experience and providing recommendations for the improvement of police/community relations. Protocols will be developed by police services to define clearly the objectives and expectations of both the police services and the community agencies. Police services will be responsible for administering the process.

25. Develop processes to ensure that monthly progress reports are provided to the probationary constable and to the police service and through police services to the Ontario Police Learning System Board in order to facilitate the evaluation of the adequacy of the training system.

26. Continue the second phase of recruit training at the Ontario Police College but change the focus to further enhance the application of knowledge and skills with particular emphasis on the individual needs of the officer. This training must take place within 24 months of the initial hire and will be 10 days in duration.

Coach Officer Training

27. Assign the responsibility for managing the coach officer to a supervisor and ensure that this individual is adequately trained to manage the coaching function. The assignment of this responsibility would be the responsibility of the local police service.

28. Permit the coaching function to be provided by more than one coach officer if necessary, but assign one contact officer to each recruit to provide continuity.

29. Leave the decision regarding the ratio of coach officers to recruits in any police service to that police service.

30. Ensure that each police recruit receives a minimum of 200 hours of coach officer-provided training during the probationary period.

31. Require that the training for coach officers be to standards approved by the Ontario Police Learning System Board.

32. Require that all coach officers receive appropriate training prior to becoming coach officers.

33. Establish a system of recognition for exemplary coach officers at the police service and provincial levels.

34. Leave remuneration of coach officers to the collective bargaining process between the local police services boards and police associations.

Supervisor Training and Education

35. Mandate supervisor training and education (as outlined in this Final Report) as a prerequisite for permanent appointment to a front-line supervisory position in a police service.

36. Require that the prerequisite for taking supervisor training and education be:

    (a) successful completion of a formal promotion process plus nomination by the Chief of Police or his or her designate; or

    (b) nomination by the Chief of Police or his or her designate provided sufficient space is available on the course.

37. Permit two methods of delivering supervisor training and education:

    (a) candidates successfully complete a recognized course(s) in generic supervisor training and education at a post-secondary institution, complemented by a course on police-specific training at the Ontario Police College; or

    (b) candidates successfully complete a course at the Ontario Police College covering both generic and police-specific training.

38. Mandate that all supervisor training and education include a two-part directed work assignment within a selected community agency as part of their required training and education. The first part is to consist of a 40-hour (minimum) period of direct service with the agency. The second part is to consist of a written essay analyzing the experience and providing recommendations for the improvement of police/community relations. Protocols will be developed by police services to define clearly the objectives and expectations of both the

services and the community agencies. Police services will be responsible for administering the process.

39. Ensure that all supervisor training and education is to standards approved by the Ontario Police Learning System Board.

Middle-Manager Training and Education

40. Mandate that middle-manager training and education (as outlined in this Final Report) is a prerequisite for permanent appointment to a middle-manager position in a police service.

41. Require that the prerequisite for taking middle-manager training and education be successful completion of a formal promotion process plus nomination by the Chief of Police or his or her designate.

42. Establish two components for the delivery of middle-manager training and education:

    (a) candidates successfully complete a recognized course(s) in generic middle-manager training and education at a post-secondary education institution; and

    (b) candidates successfully complete a course on police-specific training at the Ontario Police College.

43. Mandate that all middle-manager training and education include a two-part directed work assignment within a selected community support agency as part of their required training and education. The first part is to consist of a 40-hour (minimum) period of direct service with the agency. The second part is to consist of a written essay analyzing the experience and providing recommendations for the improvement of police/community relations. Protocols will be developed by police services to define clearly the objectives and expectations of both the police services and the community agencies. Police services will be responsible for administering the process.

44. Ensure that all middle-manager training and education is to standards approved by the Ontario Police Learning System Board.

Police Executive Development

45. Establish and operate, as part of the Ontario Police Learning System Board, an Ontario Police Executive Development Institute which would have the following mandate:

    (a) providing needs assessments for individuals to assist them in developing an appropriate range of learning opportunities;

    (b) co-ordinating, facilitating, and procuring learning opportunities for individuals.

46. Mandate that, by 1997, all appointees to the position of Chief or Deputy Chief of Police will be required to show that they have been actively engaged in a period of professional development recognized by the Institute.

47. Possessing an undergraduate degree is strongly encouraged, but not mandatory for appointment to the position of Chief or Deputy Chief of Police.

Specialty Training

48. Permit specialty training to be delivered in one of the following methods:

    (a) by the respective police service where the specialty is unique to that service;

    (b) by the Ontario Police College where the specialty is required by sufficient personnel to warrant the design of specific programs;

    (c) by agencies or organizations external to the police services of Ontario where it is deemed to be more efficient and practicable to acquire the training by this method.

49. Establish standards for specialty training where the Ontario Police Learning System Board deems standards to be appropriate.

Refresher Training and Education

50. Classify refresher training and education into three types of training:

    (a) mandatory training;

(b) training and education for the individual's current job; and

(c) training and education for the individual's future job;

and adopt the principle that each of the above categories requires a different approach to ensure that the needs of the individual as well as those of the police service are met.

51. Require that mandatory refresher training be to standards set by the Ontario Police Learning System Board and that the provincial government pay the tuition costs of this type of training. Tuition costs are defined as the costs of training materials and trainer salaries. They do not include trainee costs.

52. Require that the individual learning needs for recommendation 50 (b) be determined at the local police services using a formal performance appraisal system.

53. Require that the individual learning needs for recommendation 50 (c) be determined at the local police service using a formal performance appraisal and career planning system.

54. Provide assistance through the Ontario Police Learning System Board to local police services to develop and implement performance appraisal and career planning systems.

55. Maintain, but do not expand, the Advanced Training Course currently offered at the Ontario Police College.

Role of the Ontario Police College

56. Allocate the following specific responsibilities to the Ontario Police College:

    (a) application of knowledge and skills training for recruits;

    (b) direct delivery and co-ordination of the delivery of specialty training;

    (c) the Research Library;

    (d) the new Police Training Information Resource Centre (i.e., information on what is happening across the province in police training);

    (e) workshop/seminar co-ordination and delivery;

(f) police supervisor and middle-manager training and education (as outlined in this Final Report);

(g) refresher training (as outlined in this Final Report);

(h) regional and in-service training support; and

(i) any other duties the Ontario Police Learning System Board may, from time to time, deem appropriate.

57. Shift, over time, the composition of the OPC instructional staff from a majority of permanent instructors to a small core of permanent instructional staff and a large number of seconded instructional staff retained for specific needs and set periods of time. It is recognized that the rights of the current permanent employees will be respected and that this recommendation will have to be implemented over an extended period of time.

Role of Colleges and Universities

58. Involve the college and university system formally in the Ontario Police Learning System by:

(a) providing, through community colleges, pre-employment training for entry-level candidates to policing to standards approved by the Ontario Police Learning System Board within the framework of the Ministry of Colleges and Universities' policies and funding practices;

(b) providing generic supervisory and managerial training to police personnel throughout their careers in policing via credit and non-credit programs;

(c) providing a variety of learning opportunities for police executives via credit and non-credit programs;

(d) participating in the accreditation process by providing information on the prescribed police recruit training programs of various community colleges;

(e) providing information on the post-secondary education system to assist the Ontario Police Learning System Board fulfil its mandate;

(f) providing information which will assist the Board in recognizing credit and non-credit courses for generic supervisory and managerial training; and

(g) encouraging collaboration of individuals in the police community and the academic community to conduct research into policing and particularly police learning.

Financial Assistance to Candidates for Policing and Police Personnel

59. Ensure that all candidates for the recruit or entry-level prescribed training at selected community colleges are eligible for the same assistance as candidates for other programs offered by colleges of applied arts and technology.

60. Encourage police services boards to reimburse full tuition costs to their police personnel who are pursuing approved post-secondary educational courses.

61. Encourage police services boards to develop a system of self-funded educational leave.

Chapter 15

ORGANIZATIONAL LEARNING: THE FUNDAMENTAL COMPONENT

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INTRODUCTION

Previous chapters have described in detail how the proposed Police Learning System will provide individuals with the opportunity to learn, i.e., to acquire a set of prescribed technical and process skills and, ultimately, demonstrate this learning in certain behaviours and performance on the job. The proposed model aims to develop individuals committed to their own personal improvement and that of the service they provide to the community. For investment in the development of the individual to be meaningful in an organizational context, such personal development must support, and translate into, a learning culture "where the measure of success is the combined wisdom of groups and the synergy, leadership, and service of the organization as a whole". (Jaccaci, 1989)

Educational economists believe that any investment in the development of human resources is wasted if an organization lacks "absorptive capacity". This refers to receptivity or the ability of an organization to: (a) utilize and not block the knowledge, skills, and abilities of its trained personnel; and (b) motivate individuals by valuing their contributions. In so doing, the organization becomes capable of learning from its experience, constantly reframing itself and creating its own future. The Strategic Planning Committee on Police Training and Education believes that quality policing will depend ultimately on the ability of police organizations to develop "absorptive capacity" and the related spinoff, i.e., the ability to develop solutions to cope with uncertainty. (Allaire and Michaela, 1989)

Organizational learning involves intentionally passing from a current state to a future state. It is directly related to organizational effectiveness as it focuses on information acquisition and processing. It manifests itself in high-quality decision-making, based on a thorough and deliberate collection, sharing, and use of information. Employees work in natural teams, critically reflecting upon organizational issues and questioning assumptions and practices. The organization, in turn, demonstrates that it values this questioning. Dixon (1992: b) states that the focus is particularly on information related to quality and customer satisfaction. Indeed, this same focus on quality service to the customer is evident in the processes advocated by "Total Quality Management" theorists and practitioners.

This chapter deals with and suggests some of the methods that police services may use to get from here (the present) to there (the future). As a result, it focuses more on some pragmatic processes for achieving organizational learning in a policing environment than on the theory itself. Because there are no standardized techniques to accomplish this, an idiosyncratic approach is necessary and every organization must invent and/or adapt the processes that will work for it. For this reason, the Committee is recommending a general approach, characterized by intentionality, rather than defining specific actions.

SOME DEFINITIONS

Garratt (1987) considers a learning organization to be:

> *...an organization capable of continuously thinking and learning*...[one which] *consciously and methodically looks upwards and outwards to its environment and its political and social relationships so that it can integrate these into its offerings to its consumers, yet also looks downwards to its internal productivity and efficiencies, and is capable of integrating the whole through a learning/planning process within an elegant organizational design.*

Similarly, Dixon, cited by Larson (1992), describes it as one that:

> *...consciously develops systems to anticipate, create, modify and disseminate the knowledge it needs now and in the future.*

ORGANIZATIONAL LEARNING VERSUS INDIVIDUAL LEARNING

Organizational learning refers to learning at the system level rather than the individual level. Organizations are created because a task is too large or complex for one individual. To accomplish this greater task, each individual within the organization must have a level of competence; likewise, the organization as a whole must have a competence. Organizations are not created with such organizational competence intact; it is developed intentionally. (Dixon, 1992: c)

Organizational learning is not a substitute for the knowledge, skills, and abilities (KSAs) of employees. In fact, it builds on these KSAs. Neither is it a substitute for sound decision-making or a replacement for effective organizational design or for selecting the right type of personnel. Organizational learning presupposes and builds upon sound decision-making, organizational design, and human resources management. (Kearns and Nadler, 1992)

DIXON'S SYSTEMS APPROACH

Dixon's Systems Approach to Organizational Learning

The Committee recommends an adaptation of Nancy Dixon's systems approach to creating the conditions for organizational learning. The premise of this approach is that an organization's capacity to learn from its experiences directly affects its effectiveness and capacity for innovation and change. Dixon believes that organizations have to be "intentional" about organizational learning and cannot afford to leave such learning to chance. This means putting in place carefully planned and identifiable processes to facilitate learning.

Of course, an incredible amount of unplanned, unintentional learning occurs and is ongoing within any organization. The focus of organizational learning, however, is to ensure that what is learned is both useful and put to use for the benefit of the organization. Therefore, the challenge is to gain access to and use all of the knowledge available both internally and externally, including that which is embedded in relationships. Embedded knowledge resides in:

- individual officers, in terms of the relationship they have with their work, communities, and operational practices;
- the functioning of teams;
- the organization as a whole; and
- the organization's relationships with other organizations such as, in the case of policing, other parts of the criminal justice system and the community-at-large.

Dixon's Eight Systems or Processes

The following suggestions – liberally adapted, with permission, from Dixon's eight systems or processes – are a prototype for police services to implement, in whole or in part, as a means of achieving greater organizational effectiveness. (Dixon, 1992: a) Although the reader will no doubt recognize that a number of common police practices are discussed below, the key to implementation is intentionality, both in terms of pre-planning and the subsequent use of information obtained as a result of the process. The eight systems or processes are:

- generating a holistic view of the organization;
- attaining and using information about the external environment;
- encouraging the development of new knowledge;
- facilitating learning from alliances with other organizations;
- retaining, retrieving, and when necessary unlearning organizational memory;
- clarifying and communicating successes and failures of operating practices;
- providing direct performance feedback; and
- questioning assumptions.

■ generating a holistic view of the organization

Individuals need to know what the organization as a whole is doing in order to perform their own job effectively. Organizational learning is information-driven and thrives in an environment that facilitates communication and, consequently, systems thinking. Research suggests that, in future, decision-making will be driven down to the front-line. Front-line officers will require knowledge about the whole organization if their decision-making is to be holistic and based on information obtained throughout the system.

Suggested processes are:

lateral transfers and secondments:
Moving personnel, internally from one unit to another or across police services, can contribute to organizational learning. Resources, both human and financial, are then committed to implement those practices found to be most relevant. Ideally, the organization identifies in advance the areas of interest to it as well as the persons who will have to implement the proposals received from the previously transferred or seconded officers.

broad-based orientation:
Recruits need a broad-based orientation to obtain a total view of the system and to be able to see how what they do relates to the whole. Orientation should span

three levels: service, provincial, and total system. Long-serving personnel require a reorientation to the system so that their assumptions can be updated. The current practice of centrally provided training through the Ontario Police College serves to give new personnel their first broad-based orientation as well as to reorientate long-serving personnel to the justice system. The new learning system proposes to go further, by providing an orientation to the local community as part of the training of new constables and other police personnel.

creation of a mission statement and values:
The actual process which generates a mission statement and core values is more important than the end product itself. The mission statement and values must remain open to constituent involvement; this will ensure ongoing commitment to the organization and an understanding of its purpose. It is also critical to provide a process for constant review of the values to keep them current and avoid a situation where people find themselves working towards redundant goals.

regular meetings of cross-functional teams:
Cross-functional teams ensure co-ordination between unit goals. Teams meet at regular pre-ordained intervals (e.g., quarterly) to brief each other and work towards the co-ordination of their activities. They are empowered to seek and recommend solutions to organizational problems, and there is a clear commitment from management to follow through with their recommendations.

■ attaining and using information about the external environment

Police officers must know what is happening in external constituencies, such as social workers and members of community groups, if they are to make good decisions. Organizations need to be able to anticipate the environment rather than react to it. The three key capabilities of these systems are the abilities to access information about the external environment, disseminate the information throughout the organization, and make meaning of the information.

Suggested processes are:

bringing outsiders in:
Bringing outsiders into police organizations will establish links with non-police organizations. It is important to pre-plan who will use the ideas with whom, what resources and information they will need, and then to determine follow-up. Care must be taken to ensure that the received information is not blocked in the

bureaucracy; information flow must be deliberately facilitated if the organization is to benefit from all the new information.

carrying out research and development:
All data gathered from research activities should dovetail into the police decision-making process. Frequently, research is paid lip service; it is regarded as nice to do or have done and reports simply end up on the shelf. For research to be meaningful, the received information must be used for development. Who will pick up the information, and transform it into material that will be used by organizations, must be clearly outlined. If serving police professionals are involved in the actual research, this will increase the likelihood that information will be used. Research activities will also force a degree of networking and indirectly sponsor the creation of strategic alliances. Research activities may include environmental scanning, public opinion polls, and future research conferences. Benchmarking, i.e., looking at similar practices in a different environment, is another type of research activity. For example, police might look at inventory control in a large manufacturing concern or fleet repair and maintenance in a transport company.

■ encouraging the development of new knowledge

Organizations grow and develop through the creation of new products, methods, and processes. The blending of different competencies through the formation of cross-functional teams is more productive of new ideas than the traditional stovepipe arrangements. Cross-functional teams should ensure a mix of level and function. The importance of careful documentation of new ideas and the communication of these ideas across the organization cannot be overemphasized.

Suggested processes are:

encouraging risk-taking:
The use of creativity is often dependent on risk-taking. Organizations that do not tolerate the making of honest mistakes tend to stifle independent thinking and the development of new ideas. Clear parameters need to be set so that everyone understands what constitutes an honest mistake lest this be mistaken for plain carelessness. The clearest signal that an organization can send to its employees in this regard is to have a policy of not punishing honest mistakes.

encouraging individuals or teams to research new ideas:
Management needs to show commitment to the development of new knowledge by giving people with realistic ideas the opportunity to explore, develop, and

present them. In large police systems, it may be necessary to have a policy designating a fixed percentage of employee/team time for working on new ideas, thereby giving some legitimacy to their research.

obtaining feedback from new employees:
New officers often have a "fresh" approach to policing; their new perspectives may force the establishment to reflect and make changes, if they have to explain why things are done in a particular way. They may provide interesting suggestions on alternative approaches to current problems. Mechanisms must be created to ensure that new officers'input is documented and communicated up and throughout the organization.

doing exit interviews:
Sensitively undertaken, interviews with persons leaving policing will enable the organization to obtain an appraisal of organizational practices and a window on the concerns of employees. If the response trends are analyzed, management could develop new ways of looking at issues.

■ facilitating learning from alliances with other organizations

Many organizations enter into alliances without capturing the learning from these alliances; it is important to be deliberate about learning from these ventures. Police services currently have formal and informal links with a variety of organizations in the private, public, and non-profit sectors, for example, the Ministries of Transportation and Natural Resources, the Insurance Bureau of Canada, and child welfare organizations. To facilitate learning from such alliances, Dixon recommends that organizations consider in advance what can be learned from an alliance, outline clear learning objectives, and commit adequate human resources to the exchange thereby ensuring that information can be gathered and brought back.

Suggested processes are:

benchmarking — exchanges with other organizations:
This process is commonly used in the private sector to promote quality improvement. It involves the identification of an exemplary model, the analysis of the exemplar's processes, and the adoption and adaptation of these for use in another environment. The process is defined as "strategic benchmarking" if the practice is found in the same type of organization, i.e., another police service. It is "functional benchmarking" if the function is paramount and the exemplary organization is selected on the basis of its reputation for excellence regarding

that practice and with no regard for the nature of its business. Policing could locate, even in private corporations, functional benchmarks for the development of new computer and telecommunications technology in their own environment. "Internal benchmarking" involves the transfer of a successful practice from another unit within the same organization.

police/community newsletters:
By working with ethnic newspapers, police services will be able to disseminate information with sensitivity to specific communities and achieve their communication goals. This process goes beyond sending in a prepared press release and can be a two-way educational process if both parties actually come together to discuss and generate the information. The learning is reciprocal because the community will come to have a more realistic view of policing; likewise, officers will deepen their understanding of the community as well as its concerns about policing and other issues.

networking at all levels:
Planned networking allows organizations to develop strategic alliances and build symbiotic relationships which can ultimately improve organizational practices.

pro-active front-end involvement in regulatory processes that have an impact on policing:
Police forces have a role to play in this area. For example, where it is evident that new housing developments may affect the provision of police services, it would be in the interest of police organizations to participate in the planning stages and be part of the decision-making process. This would minimize the possibility of outcomes that adversely affect policing. At the same time, communities would benefit from any input which results in better service and public safety.

■ retaining, retrieving, and when necessary unlearning organizational memory

Organizations need an institutional memory to ensure that the knowledge acquired in the past does not disappear as employees retire or leave. Organizational memory resides in individuals, in formal filing systems, in the culture or traditional practices, and in reports by or about the organization, e.g., annual reports, the auditor's report. In the case of policing, minutes of local police services board meetings are examples of organizational memory. Safeguarding such memory enables the organization to avoid the mistakes of the past, i.e., to learn from experience.

Suggested processes are:

systematic documentation of all initiatives:
It is important to go beyond merely recording that an event has taken place. If the future is to be served, documentation needs to include details such as rationale for policy so that objective assessments can be made by those who would question the policy's value. Documentation must be made accessible through a library or similar, well-known database if it is to be useful.

stop rewarding old/start rewarding new organizational memory:
A clear message is sent when an organization stops rewarding behaviour it wishes to make redundant. The clearest signal any organization can give to its members about the operating value system is to reward the desired behaviour/s. Specifically, if police services wish to achieve a shift from enforcement to service to the community, its performance appraisal and promotion systems must reflect the change in emphasis.

succession planning:
A lack of or inadequate human resources planning results in poor timing of staff movement as well as failure to provide for the overlap which ensures that information is passed on to new employees. A great deal of organizational memory resides in individuals and in their relationship to the tasks they perform.

planned policy and procedural reviews:
Conducted on a continuous basis, such reviews force organizations to rationalize existing policies and procedures and either validate or reject them depending on how they relate to the existing vision.

■ clarifying and communicating successes and failures of operating practices

Successes are achieved organizational goals. Although the term "failures" tends to invite negative reactions, in this context it refers merely to those undesirable or unintended outcomes which do not fully promote the goals of the organization. In analyzing failures, one may well conclude that although the outcomes are less than desirable, many of the processes utilized are extremely valid.

Unfortunately, it is hard to learn from failures; most organizations hide them. It is important to recognize that organizations, like people, learn from both success and failure. People frequently refer to learning from their mistakes and this is, in fact, the basis of scientific discovery, the process of trial and error. The danger of concentrating unduly on learning from success lies in the erroneous belief that, because something worked yesterday, it will retain its validity in the future. Understanding the nature of the success or failure and communicating its essence in sufficient detail to enable others to make meaning of it are key considerations.

Suggested processes are:

newsletters and other publications:
When showcasing initiatives, care must be taken to provide more than superficial information; the information must have a learning focus, not a public relations slant. Emphasis has to be on causal relationships, i.e., those processes that make the initiative a success or otherwise. Publications must probe the depths of events to disclose the root causes of both success and failure.

planned meetings:
Police services may use regularly scheduled meetings to showcase the successes of various units. Rather than apportioning blame, discussion of so-called "failures" should concentrate on the problem-solving and knowledge-enriching value of such an exercise. An atmosphere of openness must be cultivated to encourage individuals and teams to analyze their failures.

- **providing direct performance feedback**

Organizations need to provide employees (or groups of employees) with sufficient feedback on the consequences of their actions. There must be frequent opportunity for measuring achievement and analyzing results. Because individuals will focus on those things which management is seen to measure, it is critical that the organization only measure those things that it values. Once performance of work units has been assessed, the results must be disseminated so that people can learn from them.

Suggested processes are:

roll-call:
This process is familiar to all police services; with planning, they can become even more effective. Roll-call sessions could also provide immediate and constant feedback on the unit's work.

debriefing:
Currently, debriefing sessions are common only after major incidents. Carefully planned debriefing sessions allow work teams to reflect on the processes and

outcomes of particular initiatives. The wider use of debriefing should focus on the analysis of key decision points and the approaches taken; laying blame must be strictly avoided.

customer surveys:
Useful for obtaining feedback on community expectations, customer surveys alert police services to the kinds of interventions needed to change or manage public expectations. This mechanism, an excellent quality control process, must be data-driven and not based on speculation if it is to be effective and credible. Quantitative or qualitative research designs must be carefully constructed.

holistic approach to performance appraisal and promotional systems:
Measurement specialists warn that "you get what you measure". Systems which evaluate and reward individual and team performance must be consistent with, and supportive of, the organization's overall direction. Behaviours rewarded by transfers to highly sought-after positions or by promotions must be those valued by the organization.

▪ questioning assumptions

Employees need opportunities to rigorously question operating assumptions; many organizations work on the basis of old, even outdated assumptions. Although questioning assumptions can result in defensiveness, e.g., "we have always done things this way", open and active questioning of these "norms" must be encouraged.

Suggested processes are:

any of the above:
A number of the processes suggested above easily fit under more than one heading. Constant questioning of the status quo must be an ingredient of the previous seven systems.

the five whys:
Toyota originated the five "whys" to get to the root cause of problems. This refers to the ceaseless probing of an issue (asking "why" repeatedly) to get to the bottom line. Police services may find that either the newly hired or the newly transferred have the ability to probe an issue asking the correct five questions. Done systematically, this process should result in either the validation, redefinition, or scuttling of time-worn practices.

CONCLUSION

For an organization to learn, its systems for learning from its own experiences and those of other organizations must be explicit as well as understood by all employees. As in the case of individuals, the skill of "learning how to learn" is perhaps the most important needed skill. (Naisbitt and Aburdene, 1985) Organizations must value and recognize learning, be intentional about learning, or be ones that have discovered how to learn. Such organizations will know which of the above processes (or others which they devise) work best, enabling them to adapt quickly notwithstanding rapid technological, social, and economic changes in the essentially unstable environment. Learning also has to do with "unlearning", that is, the ability to cast off those practices determined by experience to be redundant and counter-productive. Drucker (1986) describes an organization capable of innovation as one that "organizes itself to abandon the old, the obsolete, the no longer productive".

Dixon believes that the major problem facing organizations will not be labour or capital, but "learning". Consistent with the proponents of total quality management, those who advocate organizational learning stress the fact that it is not a final touch or an add-on, when the job is over, but a focus on process in every activity of an organization. This means that when a practice has been selected for close scrutiny and improvement, it is monitored from start to finish. A word of caution needs to be sounded. The catalogue of suggested processes outlined in this chapter is not meant to scare the faint-hearted. Implementing organizational learning practices does not call for following the book. These are merely suggestions and there is no magic number or combination of practices that have to be improved upon simultaneously to ensure success. Every organization must select an approach dictated by its own needs.

Police services will be comforted by the fact that some of their most common practices (debriefing and roll-call, to name two), if conducted with rigour, will provide the level of questioning and reflection needed to create their own future. Collaboration between police services confronted by difficult crimes to solve is familiar territory; as well, the extraordinary successes recorded by cross-functional teams in such problem-solving exercises are well-documented. The organization as a whole must practise a greater degree of intentionality in capturing the learning which occurs through these organizational learning processes. Organizational learning has to be regarded as a regular aspect of how police services function and not "a thing apart"; otherwise, there is a hollow ring to it. The concept is not about working harder or more, but about working smarter.

RELEVANT COMMITTEE RECOMMENDATIONS

Organizational Learning

62. Establish, as part of the Ontario Police Learning System Board, an organizational learning consultancy capability to provide support to police services.

63. Ensure that all police services apply the principles of organizational learning to the maximum extent possible.

64. Ensure an integrated approach to organizational learning and change, by having the Ontario Police Learning System Board co-ordinate with other Ministry of the Solicitor General initiatives which are intended to strengthen organizational effectiveness.

65. Incorporate education on the concept of organizational learning as a core component in the curriculum at all levels.

66. Provide middle managers, who are considered the point of greatest leverage in any organization, with more in-depth education and training on the theory and approaches to organizational learning.

67. Provide assistance, through the staff of the Ontario Police Learning System Board, to a number of police services regarding implementation of specific organizational learning practices, and ensure that these police services document and provide feedback on the processes developed as well as their experiences for the benefit of all police services in Ontario.

Chapter 16

EVALUATING LEARNING SYSTEMS

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INTRODUCTION

The Strategic Planning Committee on Police Training and Education regards the evaluation process as an integral part of the Police Learning System. The Committee has published two reports on this subject: *Report on the Evaluation of Adult Learning in the Workplace*; and *Report on Evaluating Learning Systems*.

This chapter summarizes the various approaches to evaluation, discussing the merits of the main methodologies and selected models as well as the concerns of decision-makers regarding the quantification of training. Warnings are raised about the unintended and unanticipated consequences of evaluation. In conclusion, the Committee recommends a synthesis of methods in an integrated system which links training activities and the wider environment.

THE PURPOSE OF EVALUATION

Simply stated, evaluation is a management tool used for decision-making purposes, to determine the value, significance, and worth of any initiative in which an organization has invested both human and capital resources.

Organizations invest in the evaluation process for three main reasons: it contributes significantly to continuous quality improvement; it satisfies the demands of accountability; and it contributes to knowledge in the field. In the field of training and education, evaluation operates as a quality improvement mechanism, identifying the strengths and weaknesses of a program as well as barriers to the transfer of skills to the workplace. Thus, it advises how to improve a program by making it more responsive to the needs of the learner, the organization, and society as a whole. It provides more meaningful accountability because it establishes the worth of an intervention and is the basis for determining whether continued financial and public support are warranted. Evaluation is sometimes pursued out of scientific curiosity, thus contributing to the state of the art by developing the knowledge base about the training intervention and the assumptions underlying it.

The Committee's recommendation of a holistic approach to evaluation is based on the belief that, rather than being an event, it is an integral part of all human resources development activity in policing and, in turn, an integral part of the overall management structure of police services. Chapters 11 and 12, dealing with strategic learning requirements for police personnel, and Chapter 15 on organizational learning, stress the importance of continuous quality improvement for all personnel and the system itself in the future. Evaluation is a key ingredient of this process, the barometer providing a reading on the extent to which all training, education, and development interventions are having a direct impact on the ability of police organizations to serve the public. A major concern, as the previous chapter on organizational learning suggests, will be the evaluation of "absorptive capacity", i.e., the ability of police services to harness the abilities of their personnel to produce structural responses to society's needs.

FORMATIVE VERSUS SUMMATIVE EVALUATION

Depending on the focus, evaluations are classified as either formative or summative. Formative evaluations are conducted throughout the life of a program, examining the approach being used and focusing on ways of improving it at every stage, from development to implementation. These types of evaluations are concerned with continuous improvement. Because they are frequent and often informal, the main users are persons involved in developing, delivering, modifying, or revising the program. In contrast, a summative evaluation is conducted at the end of a program. It examines the consequences of the program and judges its relative worth to the organization. The main users of this type of evaluation are the stakeholders that make decisions about the program's continued existence, demise, or adoption.

Although the two types of evaluations differ in focus, they are not mutually exclusive. Their functions are complementary; indeed, the distinction is somewhat artificial if one considers the argument that where a program continues beyond the summative evaluation, this evaluation assumes the character of a formative one. In a learning system, as in the case of the learning organization, learning never ends; hence, programs are constantly improved and are ongoing, barring termination. From this perspective, all evaluations are predominantly formative by definition.

QUANTITATIVE VERSUS QUALITATIVE MEASUREMENT

Most social scientists have aligned themselves with two main methodological approaches to evaluation: the quantitative and the qualitative. Those in the quantitative camp believe their methods to be scientific and therefore objective; they describe the work of qualitative researchers as journalistic and therefore subjective. The advocates of qualitative evaluation note that not all phenomena can be measured. However, qualitative evaluations have been denigrated to the point where the quantitative approach has a great deal more credibility. The current thinking is that because different types of problems require different types of data, a combined approach is legitimate and useful.

Quantitative inquiry is well-suited to tracking costs of training versus the benefits of training, or providing statistical data in a summative evaluation. Quantitative measurement uses data-collection instruments that place the data into a pre-determined categorical infrastructure for analysis. The consequential factors that describe the program as well as the experiences of the persons participating in the program and its outcomes are fitted into this infrastructure. Statistical techniques are then used to quantify (assign numerical values to) the data. The emphasis is on precision and reliability of measurement as evidenced by the replicability of the study and the generalizability of its findings.

In contrast, qualitative analysis is associated with the use of natural language. The data comprise detailed descriptions of the learner's beliefs, attitudes, and feelings as well as observations of interactions, behaviours, and events. No attempt is made to fit the data into a pre-determined categorical infrastructure. Typically, qualitative inquiry is used to capture that unique anecdotal evidence of the individual's perceptions which is suitable for formative evaluations of process and delivery.

As stated above, most evaluation strategies now encompass both quantitative and qualitative methodologies. Some of the methodologies using this eclectic approach are: field trials which are commonly used in policing, for testing new equipment; and benchmarking, popularized by Xerox Corporation in the late 1970's, in its quest to implement quality processes and regain competitiveness. Benchmarking entails the identification of the world-class examples of a product, service, or operational system and then adjusting those of your own organization to meet or surpass that standard.

In summary, most quantitative methodologies rely on an experimental or quasi-experimental design, use experimental and control groups, and test a hypothesis using statistical techniques. On the other hand, qualitative methodologies examine the learning phenomenon from the participant's perspective and attempt to generate hypotheses from the data. A variety of data-gathering instruments are used in both methodologies, all of which have distinct advantages and disadvantages which must be considered by the user.

EVALUATION MODELS

The exponents of training evaluation have developed a range of evaluation models, some more complex than others, but with common characteristics or areas of emphasis. What happens before a training intervention is developed is of concern to the evaluator; in addition, the evaluator's scrutiny extends beyond the delivery of training to performance in the workplace. It is agreed that feedback loops are built in all along the continuum with a major decision-making loop at the end. The most important function of the evaluation is to determine the extent to which the training objectives, generated by some process of organizational needs analysis, have been met. This outcome is reflected in the performance of individuals in the workplace and ultimately in the ability of the police services to fulfil their mandate of providing quality service to the community.

Regardless of the model preferred, the main points of focus are as follows:

- needs assessment – the determination of whether training/education is the proper response to an organizational problem;
- training design – the determination of the kind of training/education needed and the development of clear objectives to underpin the evaluation design in the end;
- learner reaction – the usefulness of the intervention from the learner's perspective;
- learning – an assessment of the acquisition of knowledge, skills, abilities and/or attitudes as a result of the intervention;
- behaviour – referred to as the transfer of learning and measured in terms of changes occurring in the workplace as a result of the intervention; and
- results – seen as organizational impact, which is measured in terms of the effect that improved practices have on the organization's ability to serve the community.

Each of the above milestones is a decision point in and of itself. At each stage, adjustments can be made based on the feedback from the data. The evaluator is continuously on the lookout for effects, asking whether these have value for the organization. The evaluator also distinguishes intended from unintended and unanticipated effects and goes further to determine whether the latter are beneficial. Therefore, an effective evaluation model must be dynamic, permitting the results at any of the stages to be acted upon immediately. They must not be regarded as discrete entities. The constant flow of information should be the basis for ongoing revision; it is wasteful to await a retroactive assessment at the very end of an initiative.

As indicated previously, the ongoing, continuous feedback is considered a formative evaluation. The final, after-the-event comprehensive assessment, which is called a summative evaluation, reveals whether the program achieved what it was intended to achieve.

QUANTIFICATION OF TRAINING

Decision-makers are constantly asking whether change can be attributed directly to human resources development initiatives such as training. Quantification – the ascribing of a dollar value to the effects of training – is one way that question can be answered. The inherent difficulty of quantification in policing environments stems from the fact that policing is a human resources-intensive industry that does not manufacture a definable product with a set dollar amount attached to it. This does not mean that those things valued by police organizations cannot be quantified (e.g., decreased absenteeism, low turnover rates). Rather, it means that many of the things valued in policing can only be quantified with great difficulty.

Soft data, such as improved employee morale or service to the community, are quantified either by expert opinion, participant or management estimation. The evaluation focus is placed on noting the actual benefits valued by the organization, rather than placing a dollar value on all training benefits. Evaluators, using a qualitative methodology, collect anecdotal evidence, in which the individuals attempt to link their training with specific events. Qualitative evaluators believe that it is misleading to try to ascribe a monetary value to every benefit.

Quantitative approaches to determining the value of training include: Cost Benefit Analysis; Cost Efficiency Analysis; and Return On Investment.

- Cost Benefit Analysis is conducted to determine whether training is an economically viable solution for an apparent problem. It assesses the relation between the cost of providing a program and the value of the resulting benefits.

- Cost Efficiency Analysis compares the cost of different approaches to determine the most economical method of achieving the identified goals, so that an informed decision can be made.

- Return on Investment is calculated by comparing the cost of the solution to an organizational problem; the value of the result determines whether the latter outweighs the former. The calculation is in three parts. First, a value is assigned to the problem, i.e., how much the performance deficiency costs the organization. Second, the entire cost of training from development to delivery is assessed. Third, the organization projects the degree of effectiveness likely to be achieved as a result of the intervention. As stated above, the value of the final stage must be greater than the value of the second stage if training is to be financially feasible.

In the cost benefit analysis equation, some of the highly valued benefits ascribed to training are:

- efficient service such as improved call response time;
- a speeded-up learning curve;
- reduced absenteeism and turnover rates;
- improved morale manifested in fewer association grievances; and
- better quality service/work as reflected in less rework and overtime.

When calculating the cost of training, organizations take into account the following factors:

- facilities/overhead costs;
- program development time and equipment;
- participant salary, benefits, and other related payroll items;
- instructor salary and benefits;
- materials and all instructional aids;
- support staff — clerical;

- replacement workers;
- travel expenses; and
- delivery costs, e.g., guest lecturers.

UNINTENDED AND UNANTICIPATED CONSEQUENCES OF EVALUATION

Frequently, evaluations produce unexpected results. These unintended consequences fall into two main categories. They are either outcomes not related to the designated aims and objectives of the program, or they are effects of the evaluation process itself.

Program outcomes not related to the designated aims and objectives of the program can be desirable though unplanned. A qualitative approach to evaluation or a goals-free methodology can establish these previously unknown effects. In the event that desirable, yet unintended, consequences occur, the evaluator needs to fully document these and then search for causal linkages to assist decision-makers in determining whether these warrant closer managerial attention.

Occasionally, the unintended consequences are less than desirable. Rutman and Mowbray (1983) use social assistance as an example. The unintended consequences of social assistance are seen when welfare payments act as a disincentive to gainful employment or when clients suffer the stigma of being called "welfare bums".

Often, the evaluation process itself affects the results. Such consequences are referred to as the "Hawthorne effect", i.e., the mere presence of the evaluator causes the persons being observed to change their behaviour, making it difficult for one to attribute the change in behaviour exclusively to the intervention. Sometimes, participants display anxiety in the course of an evaluation. They become defensive and their communication is not totally reliable. Also, the expectations of participants are known to affect an evaluation in that previous experience with the process predisposes them to react in a certain way. In the same way, users of evaluations are swayed by their preference for one methodology over another in deciding whether to accept and act upon results.

Therefore, the evaluator must recognize that the simple existence of the evaluation will affect the results. Allowances have to be made for all these intervening factors both in the design and interpretation stages. As evaluation becomes more entrenched in the total learning system, people will be less likely to react dramatically to the process. The result is greater control over, and an overall decline in, unintended consequences.

CONCLUSION

The Committee recommends using a holistic approach to evaluating the Police Learning System. While the Committee believes that evaluation is an integral component of any learning system and must be involved in virtually every stage of a human resources development intervention, it recognizes that evaluation is not warranted in certain situations. For example, evaluation is an exercise in futility if it is clear from the outset that the results will not be used. From an ethical standpoint, an evaluation should not be conducted merely to legitimize policy decisions about training programs. The cost of the evaluation should also influence the decision whether to evaluate. If the process is under-resourced, decision-makers have to be aware that they will be presented with inadequate data of little or no value to the organization. Evaluations conducted prematurely, before a program has been in existence long enough for facilitators to be satisfied with its delivery, will produce dubious results. Notwithstanding the foregoing, one has to be realistic and accept that evaluations are called for because of public accountability, whether or not the circumstances are ideal. On such occasions, the limitations must be noted.

Because of the large number of evaluation models and methodologies, it is not possible to prescribe a particular model or methodology for possible use in a Police Learning System. This would not serve the needs of a learning system that must be as dynamic as the environment it purports to support. Evaluation must remain as responsive and cybernetic as the learning system itself. Experts caution against using an omnibus evaluative model. Each model for evaluation has its own strengths that serve a specific evaluative purpose. Thus, the methods and models that gather the necessary information in a timely fashion for those who need it are the ones that should be utilized.

You get what you measure and what you measure is what you get. Failure to measure/evaluate a learning system results in being completely unaware of what the learning system, or organization, is accomplishing. If the wrong things are measured, the outcomes will be wrong. Telling police officers that they are most valued as community problem-solvers, and then evaluating them on their enforcement productivity will quickly instill the actual organizational norm in the officers. For this reason, the evaluation of a Police Learning System must use the values most closely associated with the policing vision in Ontario as its dominant criteria.

It is misguided to think that evaluation means the learning process must stop, that it is an unwanted entity in an energetic and changing environment. From this false perspective, evaluation is seen as not being dynamic enough to keep up with the other learning activities. Conversely, building evaluation into the learning system as part of the system and allowing everyone to learn about evaluation, its importance, and how to do it, increases the efficiency and effectiveness of evaluation and learning.

A key feature of the learning organization is its ability to quickly adapt and respond to changing needs. Evaluation is the mechanism that signals whether the learning system is being responsive. If the system does not know that it is not meeting the need, or does not know that it could satisfy the need in a more appropriate, efficient, effective manner, it cannot be responsive. When evaluation is built in as part of the system, it acts as the catalyst for effecting change. In the word of an ancient Chinese aphorism: "If we do not change our direction, we shall end up exactly where we are heading."

Finally, evaluation is the one element in a learning system upon which all other elements are contingent. Many people believe that training is good by definition, as evidenced by Tom Peters' advice to "train without limits. Pick up the tab for training unrelated to work – keep everyone engaged, period". (cited in Gordon, 1991) Unfortunately, the money pit for training is not bottomless; hence, evaluation must be used to determine where human resources development interventions will create the desired results. The Committee believes that the traditional evaluative approaches to cognitive (knowledge), psychomotor (skills), and affective (attitude) performance are insufficient to meet the needs of the Police Learning System in the future. Rather, evaluation must go beyond individual competencies to the realm of individual performance. The evaluator must go beyond identifying the knowledge, skill, and attitudinal needs to searching for the underlying character traits, values, and assumptions of the learner that may explain why the learner behaves in a certain manner. It must become a systematic part of a performance technology where human resources development, human resources management, organizational development, and environmental engineering are all evaluated as part of a continuing quality improvement process. These processes are evaluated separately and as a whole, including the linkages between them.

Evaluation is the process of determining the significance, value, or worth of something. Persons responsible for administering the Police Learning System must evaluate the systems, linkages, activities, and persons involved thereby assuring that the system becomes valuable and remains so.

RELEVANT COMMITTEE RECOMMENDATIONS

Evaluating Learning Systems

68. Develop a policy articulating system-wide evaluation processes.

69. Take an integrated approach to evaluation to ensure that the design and implementation of learning initiatives always reflect organizational values.

70. Institute evaluation mechanisms as an integral component of all human resources development processes and not as an after-the-event appraisal.

71. Undertake two approaches simultaneously:

    (a) the pervasive approach involving all police educators to ensure constant validation and continuous improvement; and

    (b) the more arms-length approach to certify program validity and to assess and certify the overall value of learning initiatives to the organization.

72. Establish the following competencies to ensure an effective and efficient evaluation system:

    (a) at the micro-level, all police educators must have minimum training in the use and purpose of evaluation and in the measurement of student learning and learner reaction;

    (b) all police educational administrators must have minimum training in the use and purpose of evaluation systems to ensure that the findings of evaluations are communicated for use by the total system; and

    (c) at the macro-level, police learning system evaluators must be skilled in the design and execution of learning system evaluations.

73. Staff the Ontario Police Learning System Board to guarantee the following minimum competency:

    (a) quantitative educational evaluation: skills in experimental and quasi-experimental design;

    (b) qualitative educational evaluation: skills in naturalistic inquiry;

    (c) survey/mathematical statistics: skills in inferential/descriptive statistics and the use of statistical software packages:

    (d) testing: skills in designing, constructing, and administering tests for the measurement of individual learning; and

    (e) desktop publishing skills for the production of reports.

74. Pursue benchmarking as one of the options for ensuring continuous quality improvement. Specifically, the system must diligently establish links with world-class exemplars in both police and non-police environments.

75. Evaluate the Police Learning System, ensuring the measurement of learning outcomes at the following levels, with particular emphasis on the third and fourth items:

    (a) learner reaction;

    (b) learning;

    (c) transfer of learning to, and its endurance in, the workplace; and

    (d) impact of learning on the organization's ability to deliver service.

76. Evaluate the Police Learning System, ensuring process appraisal at the following levels;

    (a) contextual;

    (b) system performance indicators;

    (c) learning intervention plans;

    (d) design and development;

    (e) delivery; and

    (f) validation of learning interventions.

SECTION G:

MANAGING THE POLICE LEARNING SYSTEM

Chapter 17

A CENTRAL GOVERNING AUTHORITY

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INTRODUCTION

Early in its deliberations, the Strategic Planning Committee on Police Training and Education realized that a central governing authority would be critical to the implementation of the plan set out in this Final Report.

RATIONALE FOR A CENTRAL GOVERNING AUTHORITY

The need for a central governing authority is driven by a number of key elements in the plan, including:

* the adoption of the concept of a learning system consisting of the four components of training, education, development, and organizational learning.

The Committee has gone beyond a training system for police personnel and is recommending acceptance of the concept of a police learning system which entails central governance and management.

* the creation and recommendation of the mission statement for the Police Learning System.

This mission statement demands a whole new approach to managing a learning system and demands that it must:

a) be community-driven;

b) promote continuous organizational and personal improvement;

c) respect learners' needs;

d) foster competence and professionalism; and

e) enjoy the confidence and support of the community.

This mission statement is the system's ultimate goal. If reorientation of the existing system is to be achieved, central leadership and management is required.

* the creation and recommendation of the eight principles for the Police Learning System.

These principles represent the fundamental operating values of the system. Again, central management and guidance is needed to ensure that all components of the system adhere to these principles.

* the creation and recommendation of the strategic learning requirements for the four groups of police personnel and for police educators.

The Committee states that these learning requirements, which will be needed by police personnel in the future, represent a fundamental shift from current practices. This agenda for program design requires leadership and management. Although this change will not come entirely from the central governing authority, nor should it, there is a need for central leadership, guidance, and co-ordination.

* the creation and recommendation of the process recommendations to ensure that the learning requirements remain current and appropriate.

The Committee has based all its recommendations on the two pillars of consultation and research; both must be an integral part of the future system. The dynamic environment dictates putting processes in place to anticipate and manage this change. Again, leadership from the centre is the critical ingredient.

* the recommendation that Ontario's post-secondary system become formally involved in recruit, supervisor, middle manager, and executive learning.

This is a fundamental shift; and the Solicitor General who, under the *Police Services Act* is ultimately accountable to the public for the adequacy of training of Ontario's police personnel, must be able to ensure that appropriate standards are met. This capability is best met with some form of central governing authority.

* the recommendations regarding refresher training.

These recommendations require certain payments to municipalities for mandatory training. Clearly, these payments cannot be made unless a central mechanism ensures that the training for which tuition costs are being paid has actually been delivered. The second group of refresher training recommendations demands that the Ministry help develop performance appraisal and career planning systems. Both these sets of recommendations require some form of central governance and support.

* the recommendations regarding organizational learning.

The Committee regards organizational learning as the "key component" of the new learning system. Although the Committee recognizes that the implementation of the recommendation on organizational learning will be a long process, it believes that organizational learning is the most powerful mechanism for achieving fundamental change in police learning, policing, and ultimately police/community relations. Central leadership and support for this type of initiative are essential if it is to succeed.

* the recommendation regarding evaluation.

If the police learning system is to be effective it must continuously evaluate its activities. Although evaluation will be done at all levels, central leadership and co-ordination are needed.

In addition to the specifics outlined above, the Committee is extremely concerned that the profile and importance of learning for police organizations should not be lost among other priorities. There is a need for a specific, identifiable, and visible focus for the central management of the system. The Committee felt this profile was important with respect to the community, the Ministry, and police services. Expressed another way, the Committee wanted to ensure that some central mechanism was in place to ensure that the government would never feel the need to establish another committee to develop a plan for police training and education. The Committee sees this as institutionalizing the strategic planning process for police learning.

OPTIONS CONSIDERED

The Committee considered four models for a central governing authority. All of the models would, with some exceptions as noted, have the following basic responsibilities in its mandate:

(a) establish standards for police learning;

(b) evaluate the needs of police services for financial assistance for police learning and subsequently provide appropriate levels of financial assistance;

(c) evaluate and accredit police educators and police learning programs;

(d) operate the Ontario Police College;

(e) establish and operate an Ontario Police Executive Development Institute;

(f) conduct research relevant to the Police Learning System;

(g) evaluate the Police Learning System; and

(h) provide advice and support to police services on matters related to education technology, distance learning, education of police educators, organizational learning, and performance appraisal and career planning systems.

The following four options were considered:

- Expand the Ontario Police College (OPC) by adding a unit within it to perform the functions set out above. The unit would report to the Director of the OPC who would, in turn, continue to report to the Assistant Deputy Minister of the Policing Services Division. This unit would have an advisory committee composed of a cross-section of police and community members.

- Create a new branch, headed by a director, within the Policing Services Division of the Ministry which would be responsible for the functions set out above and have a similar advisory committee, but would report to this Director. The Director of this new branch and the Director of the Ontario Police College would both report to the Assistant Deputy Minister (ADM) of the Policing Services Division.

- Create a new division of the Ministry of the Solicitor General headed by an Assistant Deputy Minister who would report to the Deputy Solicitor General. As with the previous two options, there would be an advisory committee, in this case reporting to the ADM. The new Division would be responsible for the functions set out above and would be responsible for the operation of the Ontario Police College. As a result, the reporting relationship of the Director of the College would change; the OPC Director would report to the ADM of this new division, rather than to the ADM of the Police Services Division.

- Create a board reporting directly to the Solicitor General. This board would have a full-time Chair and a specified number of members, and be responsible for the functions set out above, including the operation of the Ontario Police College.

The implications of each option were considered in detail. The cost review for each of these options demonstrated that the costs are primarily driven by the mandated functions and, to a much lesser extent, by the structure that is set up to perform them. Because the differences in costs among the options were minimal, they were not a major issue in the Committee's deliberations.

The Committee chose the fourth option, i.e., the creation of a Board which would report to the Solicitor General, because:

- The Board will allow the Minister and the Ministry to address police learning issues more efficiently, effectively, and coherently than at present.
- The Board will create an explicit partnership between the community and the police in developing, delivering, and evaluating police learning.
- The Board will create a significantly enhanced profile for police learning, both in the eyes of the police community and the community-at-large.
- The Board will allow for speedier development and approval of standards relating to police learning because of the direct reporting relationship to the Minister.
- The Board will create significant opportunities for high-level linkages and partnerships between the Police Learning System and the colleges of applied arts and technology, various other government bodies and institutions, and the private-sector learning systems.
- The Board will provide the greatest leadership and direction in developing a Police Learning System thereby ensuring that it is driven by community needs and government policy.

While it is true to say that the other structures might provide some of the advantages set out above, the Committee believes: (a) the Board is the best structure; and (b) this option best addresses the key underlying reasons for the creation of a central governing authority outlined at the beginning of this chapter. It is recognized that, from time to time, there may be inconsistencies and/or conflicts between standards and requirements established by the Board and the policies of other parts of the Ministry of the Solicitor General. However, the Committee feels that these can be addressed through pertinent co-ordination mechanisms between the staff of the Board and appropriate staff of other parts of the Ministry.

After identifying the major reasons for the central governing authority and selecting the most appropriate structure (i.e., a Board), the next step was to define in precise detail the Board's specific responsibilities and, through this process, determine the Board's level of discretion. In dealing with this issue, the Committee was guided by the agencies, boards, and commissions policy of the provincial government. The Committee considered three **options**:

(1) A Board with advisory powers to the Minister with respect to (a), (b), and (c) of the mandate described above and operational powers with respect to (d) through (g).

(2) A Board with advisory powers to the Minister with respect to (a) and (b), regulatory powers with respect to (c), and operational powers with respect to (d) through (g).

(3) A Board with full regulatory powers with respect to (a), (b), and (c) and operational powers with respect to (d) through (g).

In all three cases it was understood that a Memorandum of Understanding between the Board and the Minister would be needed to ensure clearly defined roles and responsibilities.

The first option is inappropriate because a myriad of learning programs need to be accredited. The Committee feels that the Minister does not need to be involved in accrediting them specifically; this is a legitimate responsibility of a Board set up to oversee the Police Learning System.

Conversely, the third option is rejected because it creates a Board that is too autonomous and reduces ministerial accountability to too great an extent. Under the third option, the board, theoretically, could be developing standards having a significant impact on the provincial government or a municipal government without the requirement of ministerial approval. Ultimately, because the Minister is accountable for the adequacy of police training, the Minister should approve: (a) the standards for police learning; and (b) the provision of financial assistance to police services where necessary.

The Committee chose option (2) above. The Committee recognized that option (2) gives the Board significant powers in terms of accrediting police learning programs and police educators. If the Minister wants this power to be curtailed in any way, this could be done through the development of a Memorandum of Understanding which, according to government policy, is required for an agency of this type.

MANDATE OF THE BOARD

The Committee opted for the establishment of a Schedule I Agency reporting to the Solicitor General to be called the Ontario Police Learning System Board. This new Board would do the following:

(a) develop and recommend standards for police learning for approval by the Solicitor General;

(b) evaluate the needs of police services for financial assistance for police learning and recommend to the Solicitor General appropriate financial assistance to police services regarding such police learning;

(c) evaluate and accredit police educators and police learning programs;

(d) operate the Ontario Police College;

(e) establish and operate an Ontario Police Executive Development Institute;

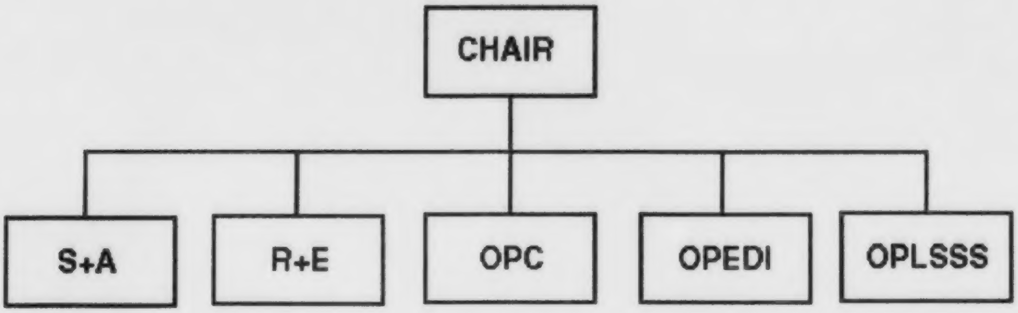
(f) conduct research relevant to the Police Learning System;

(g) evaluate the Police Learning System; and

(h) provide advice and support to police services on matters related to educational technology, distance learning, education of police educators, organizational learning, performance appraisal, and career planning systems.

Specific Board responsibilities are outlined in Appendix V.

It was further agreed that a possible organizational structure for the staff of the Board could be as follows:



S+A = Standards and Accreditation

R+E = Research and Evaluation

OPC = Ontario Police College

OPEDI = Ontario Police Executive Development Institute

OPLSSS = Ontario Police Learning System Support Services

Duties and responsibilities for the five sections reporting to the Chair would be as follows:

- Standards and Accreditation: primarily responsible for providing advice and support to the Board vis-à-vis responsibilities (a) and (c) above;

- Research and Evaluation: responsible for item (f) above and also for the development and administration of the entry-level testing of pre-employment foundation training described in Chapter 14.

- Ontario Police College: responsible to the Board; its specific responsibilities would be as outlined in Chapter 14.

- Ontario Police Executive Development Institute: roles and responsibilities have already been outlined.

- Ontario Police Learning System Support Services: responsible for providing central support services to the Police Learning System to ensure that the system has the necessary tools to meet the Final Report's recommendations. For example, this area would address the possible use of OMPPAC (Ontario Municipal Provincial Police Automation Cooperative) as a vehicle for implementing distance learning in police services throughout the province.

COMPOSITION OF THE BOARD

The Committee agreed that the Ontario Police Learning System Board should include both police and community representation. It was also agreed that the majority of the Board should not be serving police personnel. The Board should be, and should be seen to be, community-driven. However, the Committee agreed on the need for sufficient police representation; the Board's operations must be based on a sound understanding of the practical realities of policing and of police work that such representation would provide.

Representation

The Committee saw the 15-member Board as composed of five elements:

- four representatives of the police community;

- one representative of the First Nations Police Commission;

- three representatives of specified community interest;

- six representatives from the community-at-large; and
- one representative of the Ministry of the Solicitor General.

■ police community

The representatives of the police community would be as follows:

- one representative of the Ontario Association of Chiefs of Police (OACP);
- one representative of the Police Association of Ontario (PAO);
- one representative of the Metropolitan Toronto Police; and
- one representative of the Ontario Provincial Police (OPP).

All of these representatives would be serving police officers with extensive experience and with sufficient status within their respective organizations to speak for their organizations. The OACP representative would ensure that the police executive perspective was always an element of the discussion during decision-making. Similarly, PAO representation would ensure that the interests of the front-line officers and their immediate supervisors and staff sergeants as well as the civilian employees of municipal police services were always considered in the Board's deliberations. The representative from the Metropolitan Toronto Police Force would ensure that the needs and priorities of this police service, the largest in the province, were adequately presented. The OPP representative would ensure that the unique needs of the provincial police service were considered during deliberations.

■ First Nations Police Commission

The representative of the First Nations Police Commission would ensure that the needs of First Nations Police Officers and of the First Nations police community were represented on the Board. This representative is actually both a police representative and also a community representative; as described earlier, First Nations policing is in transition and, at this time, a representative of First Nations Policing itself would not be appropriate. It was therefore agreed that the First Nations Police Commission would select a representative to be a member of the Board. Eventually, it is recognized that as the number of First Nations police officers increases, they most likely will be represented in the police community component of the membership of the Board.

However, until that point is reached, this is deemed to be the most appropriate mechanism.

■ specified community interest

The representatives of the specified community interest would be as follows:

- one representative of the Ontario Association of Police Services Boards (OAPSB);
- one representative of the Association of Municipalities of Ontario (AMO); and
- one representative of colleges of applied arts and technology.

Some people have suggested that the Ontario Association of Police Services Boards is really a part of the "police community". However, the Committee feels strongly that the OAPSB, particularly given the recent changes to membership in police services boards and the role of police services boards under the *Police Services Act*, is correctly positioned as representing the broad interest of the community, albeit from a policing perspective and not from some other public service perspective.

The AMO representative would ensure that the impact of Board decisions on municipal budgets is given due consideration. Because costs were a major consideration in the Committee's deliberations and the Committee believes that this issue's profile will increase, direct representation from AMO was deemed appropriate.

The representative of colleges of applied arts and technology would ensure that the Board discussions benefit from the knowledge and expertise of the community college system.

■ community-at-large

The third category of representatives was defined as representatives from the community-at-large. The operative word here is "from". The Committee debated whether the representatives should be "from" or "of" the community. If the latter, then the question arises as to which element of the community should be represented. Clearly, there are a number of elements; choosing a representative of one element would not necessarily serve the interests of another. The Committee believes the notion of representatives "from" the community is more appropriate. It is envisioned that while each of these representatives from the community would have an interest in policing and specifically police learning, they would represent the community-at-large.

- **Ministry of the Solicitor General**

One representative from the Ministry of the Solicitor General was included to ensure that the Board's recommendations and decisions were consistent with Ministry and government policy.

Appointment Considerations

In terms of the actual appointments, the Committee saw the appointment to the Board following the normal Order-in-Council appointment process of the government. Clearly, in cases where the individuals are representatives of organizations or associations, a protocol would be needed to solicit potential nominees, as is commonly done in current appointment processes.

The Committee strongly believes that the final composition of the full Board must address issues of gender; geographical distribution; and racial, cultural, and linguistic diversity.

The Committee also believes that Board appointments should be staggered over time, to ensure continuity in its operation.

CONCLUSION

After extensive discussion, the Committee decided on the specific elements of the central governing authority needed to ensure the success of the new Police Learning System. The Committee is recommending the creation of the Ontario Police Learning System Board to provide the necessary leadership and support to move the system toward the proposed mission. This Board would also provide an explicit partnership between the police and the community in the management of the future Police Learning System.

RELEVANT COMMITTEE RECOMMENDATIONS

A Central Governing Authority

77. Create a Schedule 1 Agency to be called the Ontario Police Learning System Board which would report directly to the Solicitor General of Ontario.

78. Mandate that the Ontario Police Learning System Board do the following:

    (a) develop and recommend standards for police learning for approval by the Solicitor General;

    (b) evaluate the needs of police services for financial assistance for police learning and recommend to the Solicitor General appropriate financial assistance to police services regarding such police learning;

    (c) evaluate and accredit police educators and police learning programs;

    (d) operate the Ontario Police College;

    (e) establish and operate an Ontario Police Executive Development Institute;

    (f) conduct research relevant to the Police Learning System;

    (g) evaluate the Police Learning System; and

    (h) provide advice and support to police services on matters related to educational technology, distance learning, education of police educators, organizational learning, and performance appraisal and career planning systems.

79. Appoint 15 members to the Board including:

    (a) one representative of the Ontario Association of Chiefs of Police;

    (b) one representative of the Police Association of Ontario;

    (c) one representative of the Metropolitan Toronto Police;

    (d) one representative of the Ontario Provincial Police;

    (e) one representative of the First Nations Police Commission;

(f) one representative of the Ontario Association of Police Services Boards;

(g) one representative of the Association of Municipalities of Ontario;

(h) one representative of colleges of applied arts and technology;

(i) six representatives from the community-at-large; and

(j) one representative of the Ministry of the Solicitor General.

80. Appoint from the aforementioned members (recommendation 79) a full-time Chair for the Board.

81. Consider, in the final composition of the Board, issues of gender; geographic distribution; and racial, cultural, and linguistic diversity.

SECTION H:

COSTING AND FINANCING THE POLICE LEARNING SYSTEM

Chapter 18

COSTING THE POLICE LEARNING SYSTEM

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INTRODUCTION

The Strategic Planning Committee costed the existing system and the financial implications of the recommended Police Learning System for Ontario.

EXISTING SYSTEM

Costs associated with police training, education, and development were estimated using data from a survey sent to all chiefs of police in Ontario, and to the Commissioner of the Ontario Provincial Police (OPP), in May 1991, seeking training information for calendar year 1990.

The Committee considered five cost categories:

- travel costs;
- travel time;
- payroll costs;
- allowances; and
- course costs.

The seven "locations" for learning are grouped below:

(a) Ontario Police College (OPC), Aylmer;

(b) Canadian Police College (CPC), Ottawa;

(c) "other";

(d) in-service;

(e) external, during working hours;

(f) external, on own time; and

(g) coach officer training.

Cost Categories and Locations

A brief description of the basis upon which costs were estimated follows. Each main heading is the cost category; comments for each "location" within that category are given where appropriate.

■ travel costs

This category consists of the expenses incurred in moving the individuals being trained to and from the training locations, usually by personal automobile or by airplane. Because the rate per kilometre for automobile expenses is specific to the employing local police service and can vary widely, it is not given here.

(a) OPC

In 1990, the OPC paid airfare plus applicable taxi fare, or 11 cents per kilometre for personal automobiles, for persons attending courses from municipal police services, but not from the Ontario Provincial Police. Since January 1, 1991, the OPC pays travel expenses to municipal police services only if they are 250 kilometres or more from Aylmer. Costs have been estimated under the post-January 1991 rule even though the survey data is for 1990, because that is only a sample year, and the objective is to reflect current policy.

The cost per student for those municipal services reimbursed by the OPC were obtained from the OPC: for the others, distances were obtained from the Ontario Official Road Map, and combined with the compensation rates reported by the individual police services.

(b) CPC

The CPC reimburses all police services for travel costs. Services whose personnel travel by airplane get airfare plus associated costs, while the rate for automobile travel is 8.5 cents per kilometre. The difference between 8.5 cents and the automobile allowance applicable to the police service concerned is paid to the student, and costs have been estimated in that way.

(c) "other"

"Other" is more fully defined as other training where the police service does not pay tuition, such as at the Emergency Planning College, Arnprior, or when one police service sends personnel to a course at a neighbouring police service at no charge. Although travel costs are paid for such training, the volume involved is very low, approximately 1% of all reported. The specific locations are many and varied, making computation of travel costs complex and time-consuming; given the low volume, computation of these costs is not economically justified. Travel costs for "other" training have not been estimated.

(d) in-service

No travel cost is associated with in-service training for municipal or regional police services because personnel report to any location within the area policed as part of travelling to work. For the OPP, some in-service training is provided at the Provincial Police Academy (PPA), Brampton. Travel costs have been estimated for automobile travel or airfare, depending on the home district.

(e) external, during working hours

Travel costs have not been estimated for this "location" because most such training is at local community colleges or universities, probably within the area policed, and the category generates less than 1% of the training reported.

(f) external, on own time

Because travel costs are not paid, they have not been estimated for this category, which accounts for less than 1% of the training reported.

(g) coach officer training

This category is "on-the-job" training, so travel costs do not apply.

■ travel time

Most collective agreements have provisions allowing for travel time to and from courses, except for in-service training. Such costs have been estimated for the OPC and

CPC "locations", and for Brampton in the case of the OPP. This category parallels closely the previous "Travel Costs" section, so explanations given above are not repeated here.

The rate at which personnel are compensated may be straight time or time and a half, as reported in the survey. The costing method used was different, and is described in more detail in the next section.

- **payroll costs**

As the title implies, payroll costs consist of more than just the annual amount paid to an employee before deductions. Other costs include employee benefits, costs of time worked at premium rates, and costs of paid time not worked, such as vacations. Figures obtained from Labour Relations, Metropolitan Toronto Police, for officers up to and including the rank of staff sergeant, support an overhead of approximately 65% which is added to the basic hourly pay to reflect true total payroll costs.

The underpinning philosophy is that police personnel represent a scarce resource, with an average cost per available hour calculated as indicated above. That resource can be deployed in any of the myriad of regular police duties, or can be sent for training, but the cost per available hour is the same no matter what use is made of the resource, i.e., whether an officer is sitting in a classroom or out on radar patrol.

Where possible, payroll costs are rank-specific. The average rank of those attending courses at the OPC, the CPC, and the PPA was determined, and payroll costs were based on the pay for that rank. The pay for different ranks was estimated as a percentage of the pay for a first class constable, based on analysis of a sample of larger police services.

A significant portion (more than 40%) of the training activity reported is recruit training. The 65% overhead figure referred to earlier is an average, and recruits will have, for example, a lower vacation entitlement than the average officer. A detailed review of the overhead components revealed that the overhead for recruits is 37.5%.

(a) OPC

Payroll costs for all courses were estimated using the average rank expected to attend each course. At the recruit level, pay averages 60% of a first class constable's rate while on Level II; this increases to 80%, the third class constable rate, for Level IV. All other "constable" courses are costed using a first class constable's pay.

(b) CPC

Recruits do not attend the CPC, so all courses were costed using the average expected rank of those attending.

(c) "other"

All "other" training was costed using the pay of a first class constable.

(d) in-service

All in-service training was costed using the pay of a first class constable.

(e) external, during working hours

All external training during working hours was costed using the pay of a first class constable.

(f) external, on own time

There is no payroll cost for training on the employee's own time.

(g) coach officer training

Little detail is available regarding the portions of time a recruit spends receiving, and a coach officer spends giving, training during the coach officer training period. Consultation with different, experienced, police personnel yielded differences of opinion. The approach adopted for cost estimation purposes was to regard none of the coach officer's time as training, but to regard all of the recruit's time as training. In practice, varying portions of the time of both recruit and coach officer will be "training", the balance being actual police work. On day one, probably almost all of both persons' time will be "training", and towards the end of the training period, almost none of either's time will be "training".

A recruit undergoing coach officer training will hold the rank of Constable IV, and be paid 70% of a first class constable's rate.

■ allowances

Allowances consist mainly of per diem payments and meal allowances. Where meal allowances are available on weekend portions of longer courses, those costs have been incorporated. Special payments for equipment provided by a small number of police services for such things as fitness courses, have not been included.

Allowances apply to OPC and CPC courses, and, for the OPP, to the PPA. No allowance costs have been estimated for other "locations".

■ course costs

The term "course costs' has been used instead of "tuition", because tuition is more generally associated with payments made by students at community colleges or universities, which cover only a fraction of the full course costs.

(a) OPC

Course costs at the OPC have been analyzed so that different costs per student day are available for different groups of courses, depending upon the resources they consume. The costs of maintenance borne by the Ministry of Government Services have been obtained and spread equally across all courses, in addition to the costs of the OPC. No attempt has been made to incorporate an estimate of the "equivalent rent" costs which may apply to the physical structures used to deliver training. All OPC costs are borne by the provincial government, and no charge is made to police services whose personnel attend courses at the OPC.

(b) CPC

Course costs at the CPC are borne by the federal government, and do not affect provincial or municipal budgets, because no charge is made to police services whose personnel attend courses at the CPC. For completeness, however, an approximate course cost has been included.

(c) "other"

By definition, there is no course cost to the police services for this training. Because it varies widely, and is only approximately 1% of the total reported, no attempt has been made to estimate these course costs.

(d) in-service

Each police service was asked to provide details of the costs of providing in-service training, broken into four categories. The first is the payroll costs of full- and part-time trainers. Because these people are dedicated primarily to training and do not work at premium rates, only the cost of employee benefits has been added to their pay as an overhead. Information on accommodation costs for classroom or training space was solicited, but in almost all cases was not available, which is consistent with the approach taken for the OPC. Equipment and materials costs were incorporated where available; the "other" category, designed to identify major equipment acquisition and other costs, returned little information. The total costs calculated using the information specified above were divided by the total number of reported person-days of training, to obtain an average cost per person-day for in-service training. This figure was used to estimate the cost for each type of in-service training reported.

(e) external, during working hours

Tuition costs for this training were reported, together with the type of facility from which it was obtained. An estimate was made of the pressure for grant funding generated for the Ministry of Colleges and Universities, which makes up the difference between costs covered by tuition payments at community colleges (14% on average) and universities (19% on average), and full costs.

(f) external, on own time

Course costs for this "location" were estimated as for the above item.

(g) coach officer training

This is on-the-job training, and has no course costs.

The information described above was aggregated for all police services that responded to the survey, which included virtually all police personnel under provincial jurisdiction in Ontario. The information was kept on a course-by-course basis; for example, all police personnel attending Advanced Constable Training formed one line of the data bank so generated. By adding together costs for appropriate courses, the costs were subsequently grouped into the following categories: Recruit; Coach Officer; Supervisor; Middle Manager; Executive Development; Specialist; and Refresher.

More than 10% of the data reported was in "other" categories, predominantly for in-service training. An experienced police officer was assigned to examine this training for the larger police services, and to allocate it among the different categories set out above. Based on this sample, all "other" training was then allocated.

PROPOSED SYSTEM

After considering police learning in these categories, the Committee used its recommendations to estimate the costs of the proposed system compared to what was reported for 1990. These estimates were presented to the Committee, and changes made as directed. The results are discussed below in Tables 1 to 5.

Recruit

- **"Police Foundations" program**

The "Police Foundations" program will be a two-semester course at a community college, followed by an examination set by the Ontario Police Learning System Board (the Board). To provide police services with sufficient choice to select 1000 recruits, an estimate of the funding pressure on the Ministry of Colleges and Universities (MCU) has been made for 2000 students. On average, tuition covers approximately 14% of a community college course, the balance being made up through provincial grants. In 1990, annual tuition was $712.50, so that a grant of $4377 was needed to cover full costs.

Of the 2000 students wishing to become police officers, it was assumed that 50% would, in any case, have been enrolled in community college courses; thus, there would be no additional cost to the system. Ten percent were assumed to have university or other education such that only one semester of the "Police Foundations" program would be needed. The balance of 40% was assumed to be new to the college system, and would therefore generate the full funding pressure. The 50% total would be approximately $3.9 million. No attempt has been made to estimate any potential pressures on the Ontario Student Assistance Program (OSAP).

No costs have been included for administering the examination set by the Board. The Committee recommends that a fee be charged to cover costs of printing, supervising, marking, and distributing the results.

■ Level I orientation

The survey returns indicated Level I training of approximately 27 days per recruit. The Committee has recommended that such training be reduced to 5 days; costs have been adjusted proportionately.

■ Level III orientation

The survey returns indicated Level III training of approximately 8.3 days per recruit. The Committee has recommended that such training be increased to 20 days; costs have been adjusted accordingly. The total of Level I and Level III Orientation is reduced by 10 days per recruit, from approximately 35 days to 25 days, recognizing the benefit of the "Police Foundations" program, and enhanced Level II training, which is discussed next.

■ Level II – OPC

In 1990, Level II training at the OPC lasted 47 days, and consisted predominantly of the knowledge proposed to be acquired through the "Police Foundations" program, with a small practical component. The Committee has recommended that the OPC deliver skills training, largely through practical exercises, and that the course be extended to 60 days. After discussion with staff at the OPC, an additional cost of delivering Level II has been incorporated, and payroll and allowance costs adjusted to reflect the longer duration.

■ coach officer-provided training

The Committee has recommended that coach officer-provided training be a minimum of 200 hours plus 56 hours for a directed work assignment in the community. For costing purposes, the number of hours per recruit has been reduced to 300 from the approximate figure of 440 hours reported in the survey. This decrease reflects the anticipated benefits of the "Police Foundations" program and enhanced Level II.

■ Level IV – OPC

The Committee has recommended that all recruits attend the OPC for Level IV within 24 months of initial hiring (at the rank of third class constable, on average), and that the duration be reduced from 14 days to 10 days. Costs have been adjusted accordingly.

- **other**

Training which does not fall into the above categories, reported in the survey, represents approximately 2.5% of the recruit total, and has been held constant for the proposed system.

Coach Officer

The survey returns indicated that 1128 person-days of training was provided for coach officers in 1990. The Committee has recommended that provision be made for 250 officers to receive 9 days each, for a total of 2250 person-days. This has been costed on the "outreach" basis under which the OPC currently offers such training, a concept which was not available in 1990. The availability of coach officer training through the OPC has greatly increased since 1990, so the survey data have been modified to reflect the 1992 reality.

Supervisor

The survey returns indicated that 162 officers received supervisor training in 1990. Analysis of the pattern of promotions over the past 5 to 10 years in Metropolitan Toronto and in the OPP, extrapolated province-wide, suggests that an average of 300 officers are promoted to the rank of Sergeant annually. Consequently, the Committee has recommended that supervisory training be available for 300 officers. As for coach officer training, more supervisory training is now available than was the case in 1990, so the survey data have been adjusted to the 1992 position.

Two delivery modes are proposed for supervisor training. For the purposes of costing, it is assumed that the existing 25-day Level I Management course at the OPC will be selected by 150 officers. The other 150 officers will spend 10 days at the OPC having first completed a two-semester generic course in supervisory skills, given by a community college and recognized by the Board. In addition, all officers will follow a directed work assignment on paid time with a community group or agency for 40 hours, with 16 more hours allowed for reflection and the production of a report on the experience. The community college attendance has been costed at 4 hours per week on paid time for 16 weeks per semester, plus travel expenses.

No estimate has been made of funding pressure on the Ministry of Colleges and Universities because the number of students is relatively small, they will enrol in existing courses, and they may receive the training through any community college, not just through one of a number selected by the Board, as is the case for the "Police Foundations" program.

Middle Manager

The survey returns indicated that 143 officers took middle-manager training in 1990. Analysis of promotion figures for Metropolitan Toronto and the OPP suggest an average provincial promotion rate to staff sergeant of 130, so the Committee has recommended no change in throughput.

Two delivery modes for middle-manager training are proposed. The Senior Police Administration Course at the CPC is taken by 25 officers, with the other 118 completing a two-semester, Board-approved course through a community college or a university before attending a 10-day Level II Management course at the OPC, all on paid time. All officers also follow a directed work assignment with a community resource group or agency for 40 hours, with an additional 16 hours for reflection and the production of a report, all on paid time.

Executive Development

The survey returns indicated that 167 officers took executive training in 1990, for an average of 17.3 days each. The Committee has recommended that an Executive Development Institute be established under the Board to co-ordinate all executive development. Individual assessments that would be made by such an institute cannot be estimated with any degree of certainty. Consequently, costs for executive development have not been changed from those reported, although it is expected that they will be incurred in ways quite different from those in 1990.

Refresher

▪ mandatory

The Committee has recommended that the province pay the tuition component of mandatory refresher training as determined by the Board. The Committee is recommending the creation of the Ontario Police Learning System Board to provide the necessary leadership and support to move the system toward the proposed mission. This Board would also provide an explicit partnership between the police and the community in the management of the future Police Learning System. For costing purposes, Firearms Requalification and CPR/First Aid have been calculated, and represent the costs of existing practice. These tuition costs will increase with the government's September 1992 announcement of a new use of force regulation as well as the training related to its implementation. No estimate has been made here of the cost of the new use of force training.

When the survey was designed, there was no reason to believe this training would have any more significance than other in-service training, and so average costs for all in-service training were used. Given the increased significance of firearms and CPR training, a follow-up survey was conducted for 13 larger police services, covering more than 83% of police officers, and that information used to estimate total costs. Details of cost estimates for mandatory refresher training are given in Table 2.

■ training related to competence in the current job

The Committee identified a second category of training which will be based, in part, on performance appraisal. Because it is not possible to anticipate the results of thousands of performance appraisals yet to be undergone, this has been costed as the total of in-service training, as reported, minus the mandatory component, and is approximately 3.5 days per officer. It is anticipated that these same costs will be incurred in ways different from those of 1990.

■ developmental training

Preparing an officer for development is the third component of refresher training identified by the Committee. For costing purposes, the Committee assumed that this will take the form of a single semester course, chosen using the performance appraisal and career planning system, through a community college. Tuition costs will be paid by the police service, and the course will be taken on the officer's own time. For costing purposes, it has been assumed that approximately 25% of those eligible will choose this component of training.

Specialist Training

The Committee recommended that specialist training remain unchanged; thus, no change has been made to the costs estimated from the figures reported.

The Central Governing Authority, or the Ontario Police Learning System Board

The Committee identified five new functions in addition to the existing OPC; together with the office of the Chair, 30 additional staff and associated costs are needed. Details are given in Table 3.

TABLE 1

SUMMARY OF COMPARISON COSTS, BY CATEGORY OF TRAINING, FOR EXISTING AND PROPOSED SYSTEMS

CATEGORY	EXISTING SYSTEM $	PROPOSED SYSTEM $	CHANGE $
Recruit	43,732,111	41,443,477	-2,288,634
Coach Officer	564,206	874,869	310,663
Supervisor	2,395,009	3,925,858	1,530,849
Middle Manager	1,792,494	2,005,912	213,418
Executive	1,966,348	1,966,348	0
Specialist	24,904,174	24,904,174	0
Mandatory Refresher	17,049,003	17,049,003	0
Other Refresher	19,927,471	20,157,655	230,184
System Management*	0	2,970,815	2,970,815
Total	112,330,816	115,298,111	2,967,295

* central management and co-ordination of the Police Learning System

TABLE 2

MANDATORY REFRESHER TRAINING: COST ESTIMATES

	COURSE	PAYROLL	TOTAL
Firearms/Use of Force	$2,881,518	$9,204,976	$12,086,494
CPR/First Aid	$833,983	$4,128,526	$4,962,509
Total	**$3,715,501**	**$13,333,502**	**$17,049,003**

Note: The total amount recommended for transfer to the Ministry of the Solicitor General is $3,715,501.

TABLE 3

ONTARIO POLICE LEARNING SYSTEM BOARD: COST ESTIMATES

	COST $
Office of the Chair (3)*	215,211
Standards and Accreditation (8)*	525,920
Research and Evaluation (8)*	491,796
Ontario Police Executive Development Institute (3)*	179,698
Ontario Police Learning System Support Services (8)*	525,920
Subtotal	**1,938,545**
Total Salaries and Wages	1,938,545
Benefits at 21.5%	417,270
Accommodation	215,000
Operating Expenditures	400,000
Overall Total	**2,970,815**

* indicates the number of persons

Note: The above excludes the Ontario Police College, which will be responsible to the Board; its costs are covered under "course costs" for all courses it provides.

TABLE 4

OVERVIEW OF THE IMPACTS AND MAJOR REASONS FOR CHANGES IN THE COSTS OF THE NEW SYSTEM

A. SUMMARY	$
Existing	112,330,816
Proposed	115,298,111
Change	**2,967,295**

B. IMPACTS	$
Impact on Police	-7,623,667*
Impact on Solicitor General	7,000,054
Pressure on Colleges and Universities	3,929,128
Impact on Canadian Police College	-338,220
Net Change	**2,967,295**

* impacts on the OPP are under "Police", not "Solicitor General"

C. MAJOR REASONS FOR CHANGES	$
Pressure on Colleges	3.9 million
10-day Reduction in Orientation	-3.1 million
Level II Extension to 60 Days	2.8 million
Coach Reduction to 300 Hours	-4.5 million
Level IV Reduction to 10 Days	-1.4 million
Refresher Community College Option	0.2 million
Coach Officer Training (up to 250 persons)	0.3 million
Supervisor Training (up to 300 persons)	1.5 million
Middle-Manager Training Enhancements	0.2 million
Staff Support for, and Operation of, the Board	3.0 million
Total	**2.9 million**

TABLE 5

DETAILS OF THE COST IMPACTS TO POLICE, SOLICITOR GENERAL, AND COLLEGES

CATEGORY COSTS	POLICE $	SOLICITOR GENERAL $	COLLEGES $
Recruit*	-6,427,403	209,641	3,929,128
Coach Officer	248,315	62,348	0
Supervisor	1,530,429	50,098	0
Middle Manager	510,309	-8,349	0
Executive	0	0	0
Specialist	0	0	0
Refresher	-3,485,317	3,715,501	0
System Management	0	2,970,815	0
Total	**-7,623,667**	**7,000,054**	**3,929,128**
Calculation of Net Change:	-7,623,667 7,000,054 3,929,128 3,305,515		
Net Change: $3,305,515 ($2,967,295 including saving by the CPC [See Table 4b])			

* assumes 1992/93 estimates for the OPC are adequate, and that the additional resources for recent enhancements re. use of force training for recruits are allocated to the College

Capital Costs

Capital expenditures at the OPC will be necessary to provide appropriate facilities for the revised Level II recruit training. The increased emphasis on practical exercises will necessitate improvements to the driving track and the firearms facilities; as well, a streetscape must be constructed. Preliminary estimates put these and other capital costs at approximately $4 million.

The final cost will be incurred over at least two fiscal years. The focus on practical training is new, and further thought and planning will be needed before final decisions are made and costs can be accurately determined. However, the Committee felt it important to identify capital costs, even though they can be only very approximate.

CONCLUSION

After a thorough examination of the costs involved in implementing the proposed Police Learning System, the Committee concluded that the overall net change as set out in Table 4 would be an additional cost of $2,967,295.

Chapter 19

THE FINANCING OPTIONS CONSIDERED

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INTRODUCTION

The current financing of police training, education, and development consists of several components. Formal training is provided at the Ontario Police College at no charge to the student or the student's police service; these costs are borne by the Ministry of the Solicitor General. Similarly, training costs at the Canadian Police College are paid by the federal government. In both cases the cost of replacing the person on the course is borne by his or her police service, as are the costs of any allowances provided. The Canadian Police College covers all travel expenses; the Ontario Police College pays all expenses for police services more than 250 kilometres from Aylmer, except for the Ontario Provincial Police. Costs of in-service training are borne by the police services, including mandatory courses such as Firearms Requalification and First Aid. Training, education, and development on employees' own time are often subject to reimbursement by the police service.

SUGGESTED FINANCING MECHANISMS

During the Ontario police community consultation phase of the work of the Strategic Planning Committee on Police Training and Education, interviewees were asked to suggest new ways in which police learning might be financed. Analysis of each suggestion led to a short list of five options which were examined in depth; these are discussed below, together with mechanisms which did not warrant further evaluation.

Suggested mechanisms to increase revenue included:

- establish lotteries;
- put a surcharge on tickets;
- receive funds from proceeds of crime;
- use funds from proceeds of police auctions;
- license the alarm industry*;
- establish a foundation*;

- charge for reports*;
- run fundraising campaigns;
- charge for services provided by the Ministry of the Solicitor General;
- charge tolls on highways;
- put a surcharge on drivers' licences and/or vehicle plates; and
- provide training to the private sector.

* financing mechanisms which received in-depth examination

Suggested mechanisms to transfer costs included:

- charge recruits for tuition*;
- reduce recruit salaries while at the Ontario Police College*;
- institute Ministry funding of police training for new legislation;
- use training provided by equipment suppliers;'
- use training provided by private sector;
- eliminate Ontario Police College travel expenses;
- charge students for meals;
- charge police forces for tuition;
- use year-end budget surpluses; and
- obtain corporate sponsorship.

* financing mechanisms which received in-depth examination

Mechanisms to Increase Revenues

■ establish lotteries

Lotteries are carefully controlled in Ontario. At the local level, lotteries are permitted only for charities or religious organizations; obviously, police services do not fall into either of these categories. At the provincial level, the *Ontario Lottery Corporation Act* governs the activity of the Ontario Lottery Corporation and, more particularly, specifies the uses allowed for any net profits. A change in the Act, not just its regulations, would be needed to allow funds to be used for police learning. The possibility of a "stand-alone" lottery for police training exists, but recent experience with the "Cleansweep" lottery for environmental projects was disappointing. A new lottery takes between $5 million and $20 million to launch; between 33% to 40% of revenues will be new money, the balance being switched from existing games.

The Committee does not recommend lotteries as a financing mechanism for police learning.

■ put a surcharge on tickets

The number of *Highway Traffic Act* charges laid in 1989/90 was approximately 1.385 million. Fine levels were last adjusted in the *Provincial Penalties Adjustment Act*, which received royal assent on December 14, 1989.

It is argued that police should not be seen to directly benefit financially from normal law enforcement. Revenues generated from fines now flow directly to the provincial Consolidated Revenue Fund. Also, because fines were recently increased, a further increase may not be appropriate at this time. However, given the large potential revenues from increasing fines, the Committee believes that if a general fee increase is proposed sometime in the future, the government should consider allocating a portion of this increase to the to-be-established Ontario Foundation for Public Safety.

■ receive funds from proceeds of crime

The potential revenue from proceeds of crime is significant: assets restrained or seized in Ontario in 1991 amounted to $4.332 million. However, most of this money comes from drug-related crime, and several agencies are claiming they should receive the funds. The concept of an Ontario Foundation for Public Safety may be a way of getting through the current impasse, by providing a place where proceeds of crime could flow to be used for crime prevention, with no direct connection between police as investigators and as recipients.

The Committee recommends establishing a foundation (see below), so that Ministry officials currently exploring potential uses for proceeds of crime will have another option available to them.

- **use funds from proceeds of police auctions**

The amounts involved from police auctions are generally not large, and police funding is set on a net basis, taking such revenues into account. There is, therefore, no "new" money from this source.

The Committee does not recommend using proceeds of police auctions as a financing mechanism for police learning.

- **license the alarm industry**

The portion of all calls to police resulting from alarm systems varies between 10% and 25%. In many instances, more than 95% of alarm calls are false; an argument can be made for directing some of this cost, now being borne by police services, to the alarm industry. The Ministry of the Solicitor General is currently reviewing the policy issues related to this industry. A number of alternatives are being considered; under one option, the province would license security alarm companies, and municipalities would be empowered to license the owners/users of alarm systems. Revenue potential could be considerable; if each of approximately 3,000 alarm companies were charged an annual fee of $250, the same as is paid by private investigators or security guards, $0.75 million would be generated.

The Committee recommends that once the Ministry of the Solicitor General develops a regulatory framework for the alarm industry and it receives government approval, a portion of the funds raised (after provision for costs of regulation) be assigned to police learning. It is further recommended that this revenue go to the proposed Ontario Foundation for Public Safety.

- **establish a foundation**

The concept of a foundation to enhance public safety has many favourable aspects; as a result, it received in-depth examination. Potential sources of revenue include individuals, corporations, government, and sales of products associated with the aims of the foundation. A representative and diverse board of directors would enable those with a stake in policing to influence the operationalization of community-based policing, in keeping with the principles of the *Police Services Act*. Giving the board control over funds is a way of demonstrating clearly that much more than lip service is being paid to the principles of community involvement in policing.

A foundation can provide access to sources of funding not currently available. The ability of a foundation to issue receipts for income tax purposes will attract donations from individuals and corporations. Despite some loss in resulting tax revenue (to both provincial and federal governments), the province would definitely benefit from a net gain in funds. Although the whole subject is complex, it is at least a possibility that a properly mandated foundation can serve as the provincial agency to receive funds confiscated as proceeds of crime, funds which are not now transferred from the federal government.

Establishing a foundation with a broad mandate would enable it to cover more than just policing; for example, fire safety could be included. Provision can be made for targeted contributions to be used as the donor wishes, provided those wishes are compatible with the aims of the foundation. The board may wish to be pro-active, rather than just reactive in certain defined areas of public safety, within the limits set by the foundation's mandate. The subject is a large one, and further detailed evaluation is best left to the implementation phase of the Committee's recommendations.

The Committee recommends that an Ontario Foundation for Public Safety be established, as an agency of the Ministry of the Solicitor General.

■ charge for reports

Charges are currently levied for some non-core police services provided to for-profit organizations. Examples include motor vehicle accident reports, statements, fingerprinting, and supplying photographs. Approximately $4 million is generated annually by all police services in Ontario. This revenue could quite possibly be doubled, thereby providing an additional $4 million by a combination of raising some of the lower fees, and closing gaps in the range of items for which a fee is charged (to establish more consistency among police services). Under current arrangements, the portion of these revenues generated by the Ontario Provincial Police flows to the Consolidated Revenue Fund.

The Committee recommends that the OPP portion of this revenue be contributed to the proposed Ontario Foundation for Public Safety.

▪ run fundraising campaigns

Fundraising campaigns tend to be local in scope, and do not generate a significant amount of funds.

The Committee does not recommend running fundraising campaigns as a financing mechanism for police learning.

▪ charge for services provided by the Ministry of the Solicitor General

The concept of charging for services provided by the Ministry of the Solicitor General, e.g., Forensic Sciences reports, seemed worthy of consideration. In practice, however, most such reports form part of coroners' inquests, and are made available free of charge to the public when a verdict is reached.

The Committee does not recommend charging for services provided by the Ministry of the Solicitor General as a financing mechanism for police learning.

▪ charge tolls on highways

Public policy in Ontario has been moving away from the concept of toll roads in recent years. For example, the tolls on the Burlington Bay and Garden City Skyways were dropped in the early 1970's. The cost of raising revenue through income tax is approximately .5%, while the cost through toll roads is between 10% and 15%. Considerable capital expenditure is needed to modify existing highways to make them suitable for tolls; as well, it is difficult to justify why some roads have tolls, while other similar roads do not. Further, a strong case could be made that any revenues generated by tolls should go to highway maintenance, not to policing.

The government has decided to review the concept of toll roads, but the emphasis is on generating funds to retire debt and to contribute to road operating costs. It is unlikely that a portion of any such revenues will be available to the police.

The Committee does not recommend charging tolls on highways as a financing mechanism for police learning.

▪ put a surcharge on drivers' licences and/or vehicle plates

In recent years, vehicle plate fees have been raised quite considerably, especially in the Metropolitan Toronto area. The Ministry of Transportation argues that any revenues generated by increased fees for drivers' licences, if they were not to go directly into the Consolidated Revenue Fund, should more properly be put into highway maintenance or road safety than into police learning. In fact, on December 5, 1991, the Minister announced a move to create a Road Safety Agency empowered to retain revenue, as part of the Automobile Insurance Initiative. This agency will recognize training as an important component of its mandate, and the agency board may entertain proposals for specific, new training initiatives from police, but it is not possible to estimate dollar values.

The Committee does not recommend putting surcharges on drivers' licences or vehicle plates as financing mechanisms for police learning.

- **provide training to the private sector**

The potential revenue from providing training to the private sector cannot be estimated with any accuracy. As well, there is a potential for conflict between allocating spaces to police and non-police personnel. Furthermore, if spaces were made available to private-sector personnel in the future, it would most likely be done on a reciprocal basis; no revenue would be generated from such an arrangement.

The Committee therefore recommends that private-sector personnel not be given access to the Police Learning System, at least in the early stages, and does not recommend providing training to the private sector as a financing method for police learning at this time.

Mechanisms to Transfer Costs

- **charge recruits for tuition** and/or
- **reduce recruit salaries while at the Ontario Police College**

These options were reviewed and discussed separately and in combination. The specific possibilities were:

- recruit salaries are reduced from 60% to 30% of first class constable while at the Ontario Police College;
- recruits pay full OPC costs for Constable Level II;
- recruit salaries are reduced from 60% to 40% of first class constable while at the Ontario Police College, plus recruits pay 25% of OPC costs for Constable Level II;

- recruit salaries are reduced from 60% to 50% of first class constable while at the Ontario Police College, plus recruits pay 25% of OPC costs for Constable Level II; and
- recruit salaries are reduced to zero while at the Ontario Police College.

The Committee recommends a combination: (a) recruits pay 25% of the tuition costs of the new Level II Constable training at the OPC; and (b) a guideline be established for collective agreement negotiation such that recruits be paid 40% of first class constable salaries while on that course.

This is not a pure "train before hire" approach, but does reduce payroll costs while recruits are undergoing the basic training at the Ontario Police College. The 25% figure has been chosen as the expected portion of full costs to be covered by tuition at community colleges or universities in the near future. It will be consistent with the weighted average of what post-secondary students pay, if that is different from 25%. If fully implemented, this financing mechanism will save approximately $3.9 million (assuming 1000 recruits annually).

▪ institute Ministry funding of police training for new legislation

Because of the unpredictability of both the timing and training implications of new legislation, it is not possible to quantify what the saving might be, nor whether the provincial government should pay for any particular training. However, the Committee recommends that, as part of the decision-making process of the government, the impact on policing, and specifically on police training, be explicitly included in Cabinet Submissions where appropriate. This will allow informed debate on the policing implications of a particular piece of legislation, and whether or not the provincial government should fund any of the costs.

The Committee does not, however, recommend Ministry funding of police training for new legislation as a financing mechanism for police learning.

▪ use training provided by equipment suppliers

In some instances, equipment suppliers also provide training. However, their cost of training is built into the total package price, and a lower price is negotiable if training is obtained elsewhere. As well, becoming dependent upon one supplier for training would result in disadvantages for organizations. Provision of training should always be considered as one component of any competitive equipment acquisition procedure, but it is unlikely that training can be obtained as "something for nothing".

The Committee does not recommend using training provided by equipment suppliers as a financing mechanism for police learning.

- **use training provided by private sector**

Having police personnel take advantage of appropriate training available from private-sector organizations has merit. However, in any long-term arrangement that avoids creating a dependence or obligation, reciprocal places must either be offered in police training courses, or payment must be made. Allowing an unbalanced provision of training by the private sector to become established is not appropriate.

The Committee does not recommend using training provided by the private sector as a financing mechanism for police learning.

- **eliminate Ontario Police College travel expenses**

OPC travel expenses have already been eliminated for police services within 250 kilometres of Aylmer. The balance would be less than $100,000 per year, and would merely transfer costs to police services, because most are obligated under collective agreements to compensate officers travelling for training.

The Committee does not recommend eliminating Ontario Police College travel expenses as a financing mechanism for police learning.

- **charge students for meals**

Charging students for meals was considered in the context of the Ontario Police College in conjunction with "charging recruits for tuition". Charging for specialist or management course meals merely transfers the cost, as in the preceding suggestion.

The Committee does not recommend charging students for meals as a financing mechanism for police learning.

- **charge police forces for tuition**

Similar to the two preceding suggestions, having the police forces pay tuition merely transfers costs to police services, with no net benefit to the whole system.

The Committee does not recommend charging police services for tuition as a financing mechanism for police learning.

- **use year-end budget surpluses**

Year-end budget surpluses are already used for other purposes, so this approach is no different from suggesting that other existing funds be redeployed. A resource allocation process is already in place.

The Committee does not recommend using year-end budget surpluses as a financing mechanism for police learning.

- **obtain corporate sponsorship**

The concept of obtaining funding from the private sector was explored through the mechanism of a foundation, which provides an arms-length relationship between providers and users of funds, and is likely to generate more dollars than direct sponsorship.

The Committee does not recommend obtaining corporate sponsorship as a financing mechanism for police learning.

CONCLUSION

After extensive examination of the 22 suggested options to increase revenue or transfer costs, the Strategic Planning Committee on Police Training and Education recommends that five financing mechanisms be pursued: license the alarm industry; establish an Ontario Foundation for Public Safety; charge for reports; charge recruits for tuition; and reduce recruit salaries while at the OPC for Level II training.

Chapter 20

THE OPTIMAL FINANCING STRATEGY

CHAPTER 20 CONTENTS:

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INTRODUCTION

After carefully considering the suggested mechanisms for financing (see Chapter 19), the Strategic Planning Committee on Police Training and Education selected five viable options.

RECOMMENDED FINANCING OPTIONS

The Committee recommends the following financing options:

- license the alarm industry;
- establish an Ontario Foundation for Public Safety (OFPS);
- charge for reports;
- charge recruits for tuition; and
- reduce recruit salaries while at the Ontario Police College.

Medium-term Revenues

The first three items can be implemented only after complex negotiations with other Ministries and external agencies; because the revenues which may accrue from their implementation are somewhat longer term in nature, they are identified as "medium-term" revenues in Table 1.

TABLE 1

MEDIUM-TERM REVENUES

FINANCING STRATEGY	POLICE $	SOLICITOR GENERAL $	COLLEGES $
License the Alarm Industry*	0	600,000	0
Establish an Ontario Foundation for Public Safety	0	to be determined	0
Charge for Reports	4,000,000	0	0
Total	4,000,000	600,000	0

* It is recommended that these funds flow to the proposed Ontario Foundation for Public Safety.

Immediate Revenues

The fourth item, charging recruits for tuition, is within the control of the Ministry of the Solicitor General, and can be implemented fairly readily. The final item, reducing recruit salaries from an average of 60% to 40% of that of a first class constable while at the OPC for initial training, is subject to negotiation between each police services board and the local police association, but is included based on the expectation that the guideline recommended by the Committee will be adopted relatively quickly. These revenues are identified as "immediate" revenues.

The "immediate" savings or revenues from the fourth and fifth items are:

- charge recruits for tuition

The estimated course costs for 1000 recruits annually at Level II training at the Ontario Police College, under the proposed 60-day, skills-oriented approach, are $5,165,000, or approximately $86 per recruit per day. Room and board costs approximately $21 per day, leaving $65 per recruit per day as the pure tuition cost, which translates into an annual cost of $3,900,000. Recruits will be required to pay the expected weighted average tuition paid by post-secondary students (assumed to be 25%), or $975 each, for a total revenue to the Ministry of the Solicitor General of $975,000 annually. In a strict sense, this revenue goes into the provincial Consolidated Revenue Fund; approvals will be needed for offsetting expenditure increases before it can be used by the Ministry of the Solicitor General.

- reduce recruit salaries while at the Ontario Police College

Using the average pay rate for a first class constable, as reported in the May 1991 survey, of $47,131, and allowing 23.1% for benefit costs, the saving realized for 1000 recruits over the 60-day course at Aylmer by reducing their salaries from 60% to 40% is $2,900,902. This saving accrues to the police services.

A summary of these immediate revenues is outlined in Table 2. A summary of immediate and medium-term revenues is presented in Table 3.

TABLE 2

IMMEDIATE REVENUES

FINANCING STRATEGY	POLICE $	SOLICITOR GENERAL $	COLLEGES $
Charge Recruits for Tuition*	0	975,000	0
Reduce Recruit Pay	2,900,902	0	0
Total	2,900,902	975,000	0

* Currently, these funds flow to the Consolidated Revenue Fund, but approvals will be sought for them to be made available to police learning.

TABLE 3

SUMMARY OF REVENUES FROM RECOMMENDED FINANCING STRATEGY

REVENUE	POLICE $	SOLICITOR GENERAL $	COLLEGES $
Medium-term	4,000,000	600,000	0
Immediate	2,900,902	975,000	0
Total	6,900,902	1,575,000	0

CONSOLIDATION OF REVENUE PROJECTIONS AND COST ESTIMATES

The revenue projections of this chapter, and cost estimates outlined in Chapter 18, are summarized in Tables 4 and 5.

TABLE 4

DETAILS OF THE COST IMPACTS TO POLICE, SOLICITOR GENERAL, AND COLLEGES

CATEGORY COSTS	POLICE $	SOLICITOR GENERAL $	COLLEGES $
Recruit*	-6,427,403	209,641	3,929,128
Coach Officer	248,315	62,348	0
Supervisor	1,530,429	50,098	0
Middle Manager	510,309	-8,349	0
Executive	0	0	0
Specialist	0	0	0
Refresher	-3,485,317	3,715,501	0
System Management	0	2,970,815	0
Total	**-7,623,667**	**7,000,054**	**3,929,128**
Calculation of Net Change:	-7,623,667 7,000,054 3,929,128 3,305,515		
Net Change:	**$3,305,515 ($2,967,295 including saving by the CPC [see Table 4B, Chapter 18])**		

* assumes that 1992/93 estimates for the OPC are adequate, and that the additional resources for recent enhancements for use of force training for recruits is allocated to the College

TABLE 5

CONSOLIDATION OF REVENUE POTENTIAL AND COST ESTIMATES

	POLICE $	SOLICITOR GENERAL $	COLLEGES $
Total Cost Impacts	-7,623,667	7,000,054	3,929,128
Total Potential Revenue	-6,900,902	-1,575,000	0
Combined Total	-14,524,569	5,425,054	3,929,128
Calculation of Net Change:	-14,524,569 5,425,054 3,929,128 -5,170,387		
Net Change:	**-$5,170,387 (-$5,580,607 including saving by the CPC, plus an undetermined revenue from the Ontario Foundation for Public Safety)**		

CONCLUSION

After in-depth examination of the five recommended financial options, the Strategic Planning Committee on Police Training and Education made specific, detailed recommendations related to these items.

RELEVANT COMMITTEE RECOMMENDATIONS

Financing Strategy

82. Develop and introduce appropriate legislation to establish an Ontario Foundation for Public Safety.

83. Allocate for police learning, through the Ontario Foundation for Public Safety, proceeds from license fees once the alarm industry is regulated.

84. Encourage all police services to standardize both the amounts charged and the services for which charges are levied for non-core police services to private for-profit corporations.

85. Require that all recruits attending the 60-day Application of Knowledge and Skills Training Program at the Ontario Police College pay a portion of tuition costs consistent with that paid by students of post-secondary educational institutions.

86. Establish, as a guideline for use in the negotiation of collective agreements, that the pay of a recruit attending the 60-day Application of Knowledge and Skills Training Program at the Ontario Police College be reduced from the current provincial average of 60% to 40% of the pay of a first class constable.

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APPENDICES

APPENDIX I: THE COMMITTEE'S RECOMMENDATIONS

COMMITTEE RECOMMENDATIONS

The contents of this Final Report, as well as the associated research and background reports prepared by the Strategic Planning Committee on Police Training and Education, form the basis for all the recommendations contained throughout this Report. The following complete list of recommendations is divided into sections matching those in Part Two of the Final Report. After each recommendation, the number of the chapter in which the recommendation can be found is given.

The Strategic Planning Committee on Police Training and Education makes the following recommendations:

Ontario Police Learning System

1. Establish and implement a systematic, integrated, and comprehensive approach to police learning in Ontario. This approach is to be called the Ontario Police Learning System and will include all education, training, development, and organizational learning activities related to the delivery of police services in Ontario.

(Chapter 8)

Mission Statement for the Ontario Police Learning System

2. Direct all activities of the Ontario Police Learning System towards the following mission:

The Police Learning System enhances the ability of police services of Ontario and their personnel to contribute to the safety, security, and well-being of the communities they serve. The learning system advances the principles of the Police Services Act and:

- *anticipates, responds to, and integrates the evolving needs and priorities of the community;*

- *promotes and supports a culture in policing that values continuous organizational and personal improvement;*
- *serves and respects the needs of the learner and provides a variety of planned learning opportunities throughout a career;*
- *fosters competence and professionalism; and*
- *enjoys the confidence and support of the community.*

(Chapter 9)

Key Principles of the Ontario Police Learning System

3. Ensure that the operating practices of the Ontario Police Learning System adhere to the following principles:

   (a) *The Learning System will be flexible, relevant, and will anticipate the challenges it must face.*

   (b) *The Learning System will base its decisions on rigorous research on societal trends, current and future policing issues, and the resulting learning requirements.*

   (c) *The Learning System will be fair and accessible, geographically and financially.*

   (d) *The Learning System will be accountable and open to continuous evaluation.*

   (e) *The Learning System will achieve results in a cost-effective manner.*

   (f) *The Learning System will ensure co-ordination of police learning opportunities among police services and with the learning opportunities of other appropriate public- and private-sector personnel.*

(g) *The Learning System will provide for community involvement in its design, delivery, and evaluation.*

(h) *The Learning System will be innovative and creative, and will reflect the best approaches to adult learning.*

(Chapter 10)

Strategic Learning Requirements for Constables

4. Require that the strategic learning requirements for constables set out below and defined in detail in this Final Report be the focus of program design in the future. Strategic learning requirements are defined as those which will either: (a) require improvement or greater emphasis; or (b) need to be added as new knowledge/skills/abilities. These strategic learning requirements for constables are as follows:

   1. Communication skills
   2. Interpersonal and sensitivity skills
   3. Knowledge of human behaviour
   4. Ability to accept and work with community diversity
   5. Ability to serve victims
   6. Ability to initiate, promote, and facilitate community policing
   7. Ability to use policing-related technology
   8. Analytical skills and problem-solving ability
   9. Knowledge of political systems and processes
   10. Knowledge of crime prevention strategies
   11. Personal and organizational development skills
   12. Knowledge of other agencies
   13. Team-building skills
   14. Ability to use crime trend information
   15. Ability to apply basic police authorities and knowledge of case preparation
   16. Ability to act ethically and professionally
   17. Ability to maintain a reasonable level of physical fitness and well-being
   18. Ability to use force appropriately
   19. Officer safety skills
   20. Conflict avoidance, resoluion, and mediation skills.

(Chapter 11)

Strategic Learning Requirements for Patrol Sergeant

5. Require that the strategic learning requirements for patrol sergeants set out below and defined in detail in this Final Report be the focus of program design in the future. These strategic learning requirements for patrol sergeants are as follows:

    1. Communication skills
    2. Interpersonal and sensitivity skills
    3. Knowledge of human behaviour
    4. Ability to accept and work with community diversity
    5. Ability to serve victims
    6. Ability to initiate, promote, and facilitate community policing
    7. Advanced knowledge of the application of technology
    8. Analytical skills and problem-solving ability
    9. Crisis management skills
    10. Ability to create an environment that fosters motivation
    11. Ability to manage in a diverse workforce
    12. Leadership skills
    13. Change management skills
    14. Knowledge of modern management philosophies
    15. Ability to link operational tasks to corporate objectives
    16. Knowledge of crime prevention strategies
    17. Personal and organizational development skills
    18. Knowledge of other agencies
    19. Team-building skills
    20. Ability to act ethically and professionally
    21. Ability to maintain a reasonable level of physical fitness and well-being
    22. Ability to use force appropriately
    23. Officer safety skills
    24. Conflict avoidance, resolution, and mediation skills.

(Chapter 11)

Strategic Learning Requirements for Middle Managers

6. Require that the strategic learning requirements for middle managers set out below and defined in detail in this Final Report be the focus for program design in the future. These strategic learning requirements are as follows:

    1. Communication skills
    2. Interpersonal and sensitivity skills
    3. Knowledge of human behaviour
    4. Ability to accept and work with community diversity
    5. Ability to serve victims
    6. Ability to initiate, promote, and facilitate community policing
    7. Advanced knowledge of the application of technology
    8. Analytical skills and problem-solving ability
    9. Advanced knowledge of and ability to work with political systems and processes
    10. Ability to create an environment that fosters motivation
    11. Ability to manage a diverse workforce
    12. Leadership skills
    13. Change management skills
    14. Knowledge of modern management philosophies
    15. Ability to link operational tasks to corporate objectives
    16. Operational and strategic planning skills
    17. Knowledge of financial planning and management
    18. Networking skills
    19. Case management skills
    20. Personal and organizational development skills
    21. Knowledge of other agencies
    22. Team-building skills
    23. Ability to act ethically and professionally.

(Chapter 11)

Strategic Learning Requirements for Senior Managers

7. Require that the strategic learning requirements for senior managers set out below and defined in detail in this Final Report be the focus of program design in the future. These strategic learning requirements for senior managers are as follows:

    1. Communication skills
    2. Interpersonal and sensitivity skills
    3. Knowledge of human behaviour
    4. Ability to accept and work with community diversity
    5. Ability to serve victims
    6. Ability to initiate, promote, and facilitate community policing
    7. Knowledge of the effective application of technology
    8. Analytical skills and problem-solving ability
    9. Advanced knowledge of and ability to work with political systems and processes
    10. Ability to create an environment that fosters motivation
    11. Ability to manage a diverse workforce
    12. Leadership skills
    13. Change management skills
    14. Knowledge of modern management philosophies
    15. Ability to link operational tasks to corporate objectives
    16. Advanced operational and strategic planning skills
    17. Knowledge of financial planning and management
    18. Networking skills
    19. Organizational planning and design skills.

(Chapter 11)

Strategic Learning Requirements for Police Educators

8. Require that the strategic learning requirements for police educators set out below and described in detail in this Final Report be the focus of program design in the future. These strategic learning requirements are as follows:

    1. Communication skills
    2. Facilitation skills
    3. Ability to work with community diversity
    4. Networking skills
    5. Marketing skills
    6. Research skills
    7. Knowledge of adult learning methodologies
    8. Design and development skills
    9. Ability to effectively use training technology
    10. Evaluation skills
    11. Ability to link human resources development with corporate values
    12. Ability to be a role model
    13. Ability to work as part of a team.

(Chapter 12)

9. Establish, as part of the Ontario Police Learning System Board (see recommendations 77-81), a consultancy capacity to ensure that police educators are adequately prepared in the areas of adult learning theory and practice.

(Chapter 12)

10. Establish, as part of the Ontario Police Learning System Board, a consultancy capacity for police services and police educators to provide assistance in the use of educational technology and distance learning to deliver learning programs.

(Chapter 12)

Processes for Ensuring Learning Requirements are Current and Appropriate

11. Ensure that the Ontario Police Learning System Board regularly updates job analysis information to ensure that learning requirements are always current and appropriate.

(Chapter 13)

12. Establish, within the Ontario Police Learning System Board, a capacity to determine the most appropriate job analysis methodology to be used at any time to identify the learning requirements of all police personnel.

(Chapter 13)

13. Develop processes to ensure that all the information captured throughout the job analysis process is used system-wide for human resources management practices including performance appraisal, promotion, and hiring.

(Chapter 13)

Recruit or Entry-level Police Officer Training and Education

14. Amend Section 43(1) of the *Police Services Act* by adding the following section:

    (f) has successfully completed at least two semesters of prescribed training, or equivalent, at a college of applied arts and technology.

(Chapter 14)

15. Require that the Ontario Police Learning System Board establish standards for this prescribed training (recommendation 14). This prescribed training will cover the academic and general skills portion of a potential recruit's training and education.

(Chapter 14)

16. Issue a request for proposal (RFP) to all colleges of applied arts and technology to give each college an opportunity to offer this prescribed training. The responses to this RFP process will be reviewed and a number of colleges of applied arts and technology will be selected by the Ontario Police Learning System Board to offer this prescribed training.

(Chapter 14)

17. Require that, in addition to successfully completing the prescribed training, all candidates must also successfully complete an examination to be developed and administered by the Ontario Police Learning System Board. The successful completion of this examination will grant the individual a "certificate of

qualification", valid for two years, which he or she must present when applying to a police service.

(Chapter 14)

18. Charge a fee to all individuals taking this examination (described in recommendation 17). This fee will be established at an appropriate level to recover the administrative costs of the examination.

(Chapter 14)

19. Change the focus of the Ontario Police College for recruit training from a combination of academic education and general skills training to a centre of excellence in the application of knowledge and skills training through the use of practical exercises, scenarios, and other "hands-on" approaches.

(Chapter 14)

20. Extend the first phase of recruit training at the Ontario Police College from 47 days to 60 days.

(Chapter 14)

21. Require that an individual be an employee of a police service prior to, and during attendance at, the recruit training described in recommendation 19.

(Chapter 14)

22. Require that individuals must successfully complete the 60-day Application of Knowledge and Skills Training Program at the Ontario Police College before being appointed as constables.

(Chapter 14)

23. Require that, after the training described in recommendation 19, all entry-level officers receive local procedures training to be provided by the local police service to standards approved by the Ontario Police Learning System Board.

(Chapter 14)

24. Mandate that all recruits, before the end of their probationary period, participate in a two-part directed work assignment within a selected community support

agency as part of their initial training and education. The first part is to consist of a 40-hour (minimum) period of direct service within the agency. The second part is to consist of a written essay analyzing the experience and providing recommendations for the improvement of police/community relations. Protocols will be developed by police services to define clearly the objectives and expectations of both the police services and the community agencies. Police services will be responsible for administering the process.

(Chapter 14)

25. Develop processes to ensure that monthly progress reports are provided to the probationary constable and to the police service and through police services to the Ontario Police Learning System Board in order to facilitate the evaluation of the adequacy of the training system.

(Chapter 14)

26. Continue the second phase of recruit training at the Ontario Police College but change the focus to further enhance the application of knowledge and skills with particular emphasis on the individual needs of the officer. This training must take place within 24 months of the initial hire and will be 10 days in duration.

(Chapter 14)

Coach Officer Training

27. Assign the responsibility for managing the coach officer to a supervisor and ensure that this individual is adequately trained to manage the coaching function. The assignment of this responsibility would be the responsibility of the local police service.

(Chapter 14)

28. Permit the coaching function to be provided by more than one coach officer if necessary, but assign one contact officer to each recruit to provide continuity.

(Chapter 14)

29. Leave the decision regarding the ratio of coach officers to recruits in any police service to that police service.

(Chapter 14)

30. Ensure that each police recruit receives a minimum of 200 hours of coach officer-provided training during the probationary period.

(Chapter 14)

31. Require that the training for coach officers be to standards approved by the Ontario Police Learning System Board.

(Chapter 14)

32. Require that all coach officers receive appropriate training prior to becoming coach officers.

(Chapter 14)

33. Establish a system of recognition for exemplary coach officers at the police service and provincial levels.

(Chapter 14)

34. Leave remuneration of coach officers to the collective bargaining process between the local police services boards and police associations.

(Chapter 14)

Supervisor Training and Education

35. Mandate supervisor training and education (as outlined in this Final Report) as a prerequisite for permanent appointment to a front-line supervisory position in a police service.

(Chapter 14)

36. Require that the prerequisite for taking supervisor training and education be:

    (a) successful completion of a formal promotion process plus nomination by the Chief of Police or his or her designate; or

    (b) nomination by the Chief of Police or his or her designate provided sufficient space is available on the course.

(Chapter 14)

37. Permit two methods of delivering supervisor training and education:

    (a) candidates successfully complete a recognized course(s) in generic supervisor training and education at a post-secondary institution, complemented by a course on police-specific training at the Ontario Police College; or

    (b) candidates successfully complete a course at the Ontario Police College covering both generic and police-specific training.

(Chapter 14)

38. Mandate that all supervisor training and education include a two-part directed work assignment within a selected community agency as part of their required training and education. The first part is to consist of a 40-hour (minimum) period of direct service with the agency. The second part is to consist of a written essay analyzing the experience and providing recommendations for the improvement of police/community relations. Protocols will be developed by police services to define clearly the objectives and expectations of both the police services and the community agencies. Police services will be responsible for administering the process.

(Chapter 14)

39. Ensure that all supervisor training and education is to standards approved by the Ontario Police Learning System Board.

(Chapter 14)

Middle-Manager Training and Education

40. Mandate that middle-manager training and education (as outlined in this Final Report) is a prerequisite for permanent appointment to a middle-manager position in a police service.

(Chapter 14)

41. Require that the prerequisite for taking middle-manager training and education be successful completion of a formal promotion process plus nomination by the Chief of Police or his or her designate.

(Chapter 14)

42. Establish two components for the delivery of middle-manager training and education:

    (a) candidates successfully complete a recognized course(s) in generic middle-manager training and education at a post-secondary education institution; and

    (b) candidates successfully complete a course on police-specific training at the Ontario Police College.

(Chapter 14)

43. Mandate that all middle-manager training and education include a two-part directed work assignment within a selected community support agency as part of their required training and education. The first part is to consist of a 40-hour (minimum) period of direct service with the agency. The second part is to consist of a written essay analyzing the experience and providing recommendations for the improvement of police/community relations. Protocols will be developed by police services to define clearly the objectives and expectations of both the police services and the community agencies. Police services will be responsible for administering the process.

(Chapter 14)

44. Ensure that all middle-manager training and education is to standards approved by the Ontario Police Learning System Board.

(Chapter 14)

Police Executive Development

45. Establish and operate, as part of the Ontario Police Learning System Board, an Ontario Police Executive Development Institute which would have the following mandate:

    (a) providing needs assessments for individuals to assist them in developing an appropriate range of learning opportunities;

    (b) co-ordinating, facilitating, and procuring learning opportunities for individuals.

(Chapter 14)

46. Mandate that, by 1997, all appointees to the position of Chief or Deputy Chief of Police will be required to show that they have been actively engaged in a period of professional development recognized by the Institute.

(Chapter 14)

47. Possessing an undergraduate degree is strongly encouraged, but not mandatory for appointment to the position of Chief or Deputy Chief of Police.

(Chapter 14)

Specialty Training

48. Permit specialty training to be delivered in one of the following methods:

    (a) by the respective police service where the specialty is unique to that service;

    (b) by the Ontario Police College where the specialty is required by sufficient personnel to warrant the design of specific programs;

    (c) by agencies or organizations external to the police services of Ontario where it is deemed to be more efficient and practicable to acquire the training by this method.

(Chapter 14)

49. Establish standards for specialty training where the Ontario Police Learning System Board deems standards to be appropriate.

(Chapter 14)

Refresher Training and Education

50. Classify refresher training and education into three types of training:

    (a) mandatory training;

    (b) training and education for the individual's current job; and

    (c) training and education for the individual's future job;

    and adopt the principle that each of the above categories requires a different approach to ensure that the needs of the individual as well as those of the police service are met.

(Chapter 14)

51. Require that mandatory refresher training be to standards set by the Ontario Police Learning System Board and that the provincial government pay the

tuition costs of this type of training. Tuition costs are defined as the costs of training materials and trainer salaries. They do not include trainee costs.

(Chapter 14)

52. Require that the individual learning needs for recommendation 50 (b) be determined at the local police services using a formal performance appraisal system.

(Chapter 14)

53. Require that the individual learning needs for recommendation 50 (c) be determined at the local police service using a formal performance appraisal and career planning system.

(Chapter 14)

54. Provide assistance through the Ontario Police Learning System Board to local police services to develop and implement performance appraisal and career planning systems.

(Chapter 14)

55. Maintain, but do not expand, the Advanced Training Course currently offered at the Ontario Police College.

(Chapter 14)

Role of the Ontario Police College

56. Allocate the following specific responsibilities to the Ontario Police College:

    (a) application of knowledge and skills training for recruits;

    (b) direct delivery and co-ordination of the delivery of specialty training;

    (c) the Research Library;

    (d) the new Police Training Information Resource Centre (i.e., information on what is happening across the province in police training);

(e) workshop/seminar co-ordination and delivery;

(f) police supervisor and middle-manager training and education (as outlined in this Final Report);

(g) refresher training (as outlined in this Final Report);

(h) regional and in-service training support; and

(i) any other duties the Ontario Police Learning System Board may, from time to time, deem appropriate.

(Chapter 14)

57. Shift, over time, the composition of the OPC instructional staff from a majority of permanent instructors to a small core of permanent instructional staff and a larger number of seconded instructional staff retained for specific needs and set periods of time. It is recognized that the rights of the current permanent employees will be respected and that this recommendation will have to be implemented over an extended period of time.

(Chapter 14)

Role of Colleges and Universities

58. Involve the college and university system formally in the Ontario Police Learning System by:

(a) providing, through community colleges, pre-employment training for entry-level candidates to policing to standards approved by the Ontario Police Learning System Board within the framework of the Ministry of Colleges and Universities' policies and funding practices;

(b) providing generic supervisory and managerial training to police personnel throughout their careers in policing via credit and non-credit programs;

(c) providing a variety of learning opportunities for police executives via credit and non-credit programs;

(d) participating in the accreditation process by providing information on the prescribed police recruit training programs of various community colleges;

(e) providing information on the post-secondary education system to assist the Ontario Police Learning System Board fulfil its mandate;

(f) providing information which will assist the Board in recognizing credit and non-credit courses for generic supervisory and managerial training; and

(g) encouraging collaboration of individuals in the police community and the academic community to conduct research into policing and particularly police learning.

(Chapter 14)

Financial Assistance to Candidates for Policing and Police Personnel

59. Ensure that all candidates for the recruit or entry-level prescribed training at selected community colleges are eligible for the same assistance as candidates for other programs offered by colleges of applied arts and technology.

60. Encourage police services boards to reimburse full tuition costs to their police personnel who are pursuing approved post-secondary educational courses.

(Chapter 14)

61. Encourage police services boards to develop a system of self-funded educational leave.

(Chapter 14)

Organizational Learning

62. Establish, as part of the Ontario Police Learning System Board, an organizational learning consultancy capability to provide support to police services.

(Chapter 15)

63. Ensure that all police services apply the principles of organizational learning to the maximum extent possible.

(Chapter 15)

64. Ensure an integrated approach to organizational learning and change, by having the Ontario Police Learning System Board co-ordinate with other Ministry of the Solicitor General initiatives which are intended to strengthen organizational effectiveness.

(Chapter 15)

65. Incorporate education on the concept of organizational learning as a core component in the curriculum at all levels.

(Chapter 15)

66. Provide middle managers, who are considered the point of greatest leverage in any organization, with more in-depth education and training on the theory and approaches to organizational learning.

(Chapter 15)

67. Provide assistance, through the staff of the Ontario Police Learning System Board, to a number of police services regarding implementation of specific organizational learning practices, and ensure that these police services document and provide feedback on the processes developed as well as their experiences for the benefit of all police services in Ontario.

(Chapter 15)

Evaluating Learning Systems

68. Develop a policy articulating system-wide evaluation processes.

(Chapter 16)

69. Take an integrated approach to evaluation to ensure that the design and implementation of learning initiatives always reflect organizational values.

(Chapter 16)

70. Institute evaluation mechanisms as an integral component of all human resources development processes and not as an after-the-event appraisal.

(Chapter 16)

71. Undertake two approaches simultaneously:

    (a) the pervasive approach involving all police educators to ensure constant validation and continuous improvement; and

    (b) the more arms-length approach to certify program validity and to assess and certify the overall value of learning initiatives to the organization.

(Chapter 16)

72. Establish the following competencies to ensure an effective and efficient evaluation system:

    (a) at the micro-level, all police educators must have minimum training in the use and purpose of evaluation and in the measurement of student learning and learner reaction;

    (b) all police educational administrators must have minimum training in the use and purpose of evaluation systems to ensure that the findings of evaluations are communicated for use by the total system; and

    (c) at the macro-level, police learning system evaluators must be skilled in the design and execution of learning system evaluations.

(Chapter 16)

73. Staff the Ontario Police Learning System Board to guarantee the following minimum competency:

    (a) quantitative educational evaluation: skills in experimental and quasi-experimental design;

    (b) qualitative educational evaluation: skills in naturalistic inquiry;

    (c) survey/mathematical statistics: skills in inferential/descriptive statistics and the use of statistical software packages:

    (d) testing: skills in designing, constructing, and administering tests for the measurement of individual learning; and

    (e) desktop publishing skills for the production of reports.

(Chapter 16)

74. Pursue benchmarking as one of the options for ensuring continuous quality improvement. Specifically, the system must diligently establish links with world-class exemplars in both police and non-police environments.

(Chapter 16)

75. Evaluate the Police Learning System, ensuring the measurement of learning outcomes at the following levels, with particular emphasis on the third and fourth items:

    (a) learner reaction;

    (b) learning;

    (c) transfer of learning to, and its endurance in, the workplace; and

    (d) impact of learning on the organization's ability to deliver service.

(Chapter 16)

76. Evaluate the Police Learning System, ensuring process appraisal at the following levels;

    (a) contextual;

    (b) system performance indicators;

    (c) learning intervention plans;

    (d) design and development;

    (e) delivery; and

    (f) validation of learning interventions.

(Chapter 16)

A Central Governing Authority

77. Create a Schedule 1 Agency to be called the Ontario Police Learning System Board which would report directly to the Solicitor General of Ontario.

(Chapter 17)

78. Mandate that the Ontario Police Learning System Board do the following:

    (a) develop and recommend standards for police learning for approval by the Solicitor General;

    (b) evaluate the needs of police services for financial assistance for police learning and recommend to the Solicitor General appropriate financial assistance to police services regarding such police learning;

    (c) evaluate and accredit police educators and police learning programs;

    (d) operate the Ontario Police College;

    (e) establish and operate an Ontario Police Executive Development Institute;

    (f) conduct research relevant to the Police Learning System;

(g) evaluate the Police Learning System; and

(h) provide advice and support to police services on matters related to educational technology, distance learning, education of police educators, organizational learning, and performance appraisal and career planning systems.

(Chapter 17)

79. Appoint 15 members to the Board including:

(a) one representative of the Ontario Association of Chiefs of Police;

(b) one representative of the Police Association of Ontario;

(c) one representative of the Metropolitan Toronto Police;

(d) one representative of the Ontario Provincial Police;

(e) one representative of the First Nations Police Commission;

(f) one representative of the Ontario Association of Police Services Boards;

(g) one representative of the Association of Municipalities of Ontario;

(h) one representative of colleges of applied arts and technology;

(i) six representatives from the community-at-large; and

(j) one representative of the Ministry of the Solicitor General.

(Chapter 17)

80. Appoint from the aforementioned members (recommendation 79) a full-time Chair for the Board.

(Chapter 17)

81. Consider, in the final composition of the Board, issues of gender; geographic distribution; and racial, cultural, and linguistic diversity.

(Chapter 17)

Financing Strategy

82. Develop and introduce appropriate legislation to establish an Ontario Foundation for Public Safety.

(Chapter 20)

83. Allocate for police learning, through the Ontario Foundation for Public Safety, proceeds from license fees once the alarm industry is regulated.

(Chapter 20)

84. Encourage all police services to standardize both the amounts charged and the services for which charges are levied for non-core police services to private for-profit corporations.

(Chapter 20)

85. Require that all recruits attending the 60-day Application of Knowledge and Skills Training Program at the Ontario Police College pay a portion of tuition costs consistent with that paid by students of post-secondary educational institutions.

(Chapter 20)

86. Establish, as a guideline for use in the negotiation of collective agreements, that the pay of a recruit attending the 60-day Application of Knowledge and Skills Training Program at the Ontario Police College be reduced from the current provincial average of 60% to 40% of the pay of a first class constable.

(Chapter 20)

APPENDIX II: STRATEGIC LEARNING REQUIREMENTS FOR CONSTABLE, PATROL SERGEANT, MIDDLE MANAGER, AND SENIOR MANAGER

[Editorial note: The following listings and definitions of strategic learning requirements for the four occupations (constable, patrol sergeant, middle manager, and senior manager) are excerpted from *Report on Strategic Learning Requirements for Police Personnel*, published by the Strategic Planning Committee for Police Training and Education.]

STRATEGIC LEARNING REQUIREMENTS:
CONSTABLE

Of 101 areas of knowledge, skills and abilities identified as desirable for constables, the following list describes those requiring greater emphasis in the future. **These are not in any order of priority.**

1. **Communication skills**
2. **Interpersonal and sensitivity skills**
3. **Knowledge of human behaviour**
4. **Ability to accept and work with community diversity**
5. **Ability to serve victims**
6. **Ability to initiate, promote, and facilitate community policing**
7. **Ability to use policing-related technology**
8. **Analytical skills and problem-solving ability**
9. **Knowledge of political systems and processes**
10. **Knowledge of crime prevention strategies**
11. **Personal and organizational development skills**
12. **Knowledge of other agencies**
13. **Team-building skills**
14. **Ability to use crime trend information**
15. **Ability to apply basic police authorities and knowledge of case preparation**
16. **Ability to act ethically and professionally**
17. **Ability to maintain a reasonable level of physical fitness and well-being**
18. **Ability to use force appropriately**
19. **Officer safety skills**
20. **Conflict avoidance, resolution, and mediation skills**

DEFINITIONS

1. Communication Skills

Excellent communication skills, verbal and written, will be an absolute necessity for police personnel. An increase in community/police group interaction will require police officers to act as facilitators and presenters. The ability to present information effectively will greatly enhance the relationship between the police and the community and contribute to the attainment of community/police objectives. Constables are also required to make verbal and written presentations to senior officers. In addition, they must frequently testify in court. Enhanced presentation skills will enable officers to testify with greater accuracy, confidence, and effectiveness thereby enhancing their reputation for professionalism in the justice system. Communication skills will also be applied in the traditional area of interviewing accused persons, witnesses, and victims.

2. Interpersonal and Sensitivity Skills

The development of interpersonal skills is being emphasized because this will assist constables to build a working partnership with the community and function in a workforce that will be better educated and more diverse. Interpersonal skills include the ability to feel and demonstrate sincere compassion, sensitivity, understanding, and tolerance. Improved interviewing skills will be an additional spinoff and these are vital for dealing with accused persons, victims, and witnesses.

3. Knowledge of Human Behaviour

An understanding of the dynamics of individual behaviour and social systems will be required knowledge for tomorrow's police officer. The ability to solve problems arising from human interaction will be enhanced by such knowledge. Of considerable concern is the anticipated increase in violent crimes. Many believe that a greater understanding of the theories about the causes of violent behaviour among humans will lead to the development of more effective strategies to prevent violent crime.

4. Ability to Accept and Work with Community Diversity

Socio-economic position, race and ethnicity, age, sexual orientation, and gender bias are all identified as significant factors emphasizing the need for a greater understanding of community diversity by police. Police professionals must have the ability to serve the community by seeking and achieving sincere cooperative relationships with community residents. One point worth repeating is, to avoid training approaches which will lead to understanding diversity on the basis of stereotypical characteristics relating to age, race, ethnicity, employment status or other characteristics.

5. Ability to Serve Victims

Police are required, by the *Police Services Act* (1990), to become more involved in providing assistance to victims of crime. Tomorrow's police officer will need to direct more time and attention to the needs of victims, providing greater support, understanding, and assistance. Knowledge of the psychological impact of violence and consideration of this impact will assist police officers to deal more sensitively and helpfully with victims of violence. The ability to assist victims in a meaningful way is more important than simply knowing that victims have rights and needs.

6. Ability to Initiate, Promote, and Facilitate Community Policing

There is consensus that the police must take a leadership role in facilitating community policing and it is regarded as fundamentally important for police officers to have a clear and consistent idea of what community policing actually is and means. The need for a province-wide understanding of the principles, philosophies and methods, especially at front-line level, is critical for successful implementation.

For this to occur, police at all levels must know what the public wants policing priorities to be in order to give reality to the premise that the community will have the right to identify its policing needs. The ability to conduct research to identify community problems and public expectations is considered important if the police are to work with, rather than administer to, the community. The success of a partnership between the police and the community will also depend on the ability of front-line police officers to promote interaction.

7. Ability to Use Policing-related Technology

It is acknowledged that personnel at all levels will require greater ability to use and understand technology in order to utilize more sophisticated crime detection technologies. Basic computer literacy is already an important skill for day-to-day police work and it is anticipated that other types of technology will have equally important skill development requirements. The utilization of technology in proactive policing programs will also assist the police in improving their crime prevention techniques.

8. Analytical Skills and Problem-solving Ability

Police officers will require enhanced analytical skills and problem-solving abilities to identify problems, analyze complex situations and, by solving the problems encountered, make the best of the opportunities presented. They must be able to scan the environment and identify, through a rational process, those factors that affect community well-being. Analytical skills will be important to assist the community to identify its policing needs and to design service responses to satisfy those needs.

9. Knowledge of Political Systems and Processes

A general understanding of the political context in which policing operates will assist police officers to have more realistic expectations and a fuller appreciation of the reasoning behind government's decisions, programs, and strategies. An example would be the rulings handed down by the Supreme Court of Canada. The knowledge of how and why these decisions were reached will impact positively on performance. The knowledge of political systems and processes will contribute to higher morale, greater understanding of the fit between the police and the community, and an enhanced ability to anticipate and respond to the evolving needs and priorities of society.

10. Knowledge of Crime Prevention Strategies

Generalist constables will require greater knowledge about the theories of the causes of crime, and strategies available to reduce crime opportunities in the community. Members of the community will expect and require timely and practical advice about how crime may be prevented. Constables will need to be able to provide this if they are to enjoy the confidence and support of the community. Improved technical knowledge in general crime prevention techniques such as enhancing the physical security of homes and commercial premises, environmental design, and the use of lighting are examples of crime prevention fundamentals with which all constables will need to be familiar.

11. Personal and Organizational Development Skills

To enhance competence and professionalism, police officers will have to assume greater responsibility for their own professional development. They will need to develop the capacity for self-direction in learning and embrace the principles of lifelong learning. As part of an integrated learning system, individualized professional development will lay the foundation for a culture in policing that values and links continuous organizational renewal with personal and professional improvement.

A knowledge and understanding of the philosophy of continuous quality improvement and the ability to apply this philosophy to the attainment of personal and organizational goals, will contribute significantly to the development of the individual and the organization.

12. Knowledge of Other Agencies

As significant participants in the criminal justice process, police officers require a greater knowledge and understanding of the other agencies and elements that make up the criminal justice system (i.e., crown counsel, judges, etc.). Officers should also have a working knowledge of civil law procedures. To enhance the efficiency and effectiveness of policing, greater coordination of effort will be necessary in the future both within the criminal justice system and between this system and other appropriate public sector agencies. As an important element of this, police officers will need a greater understanding of the links between social service delivery programs and agencies and police services in order to make informed decisions and helpful referrals to citizens who require assistance.

13. Team-building Skills

Team-building skills and the ability to work in teams will become more important. These teams will not solely consist of members from the police services. They will contain a diverse group of people from the various community organizations, factions, and businesses. Generalist police officers will assume a leadership role in developing integrated and planned approaches to improve the quality of life in the community. Enhanced knowledge of team-building strategies and skill in coordinating police/community groups or teams will be necessary to identify objectives and create and implement useful action plans geared to the achievement of community goals.

14. Ability to Use Crime Trend Information

An ability to use knowledge of local neighbourhood crime trend information, as well as the ability to understand the implications of crime patterns and trends across the entire area served, will be necessary for the effective planning of policing strategies and for resource allocation in a community policing service delivery context. This will contribute to a more proactive approach to crime prevention and resolution of community problems.

15. Ability to Apply Basic Police Authorities and Knowledge of Case Preparation

A sound knowledge of and the ability to apply basic police authorities, such as arrest and search procedures, is essential. In the future, it will be necessary for police officers to be capable of preparing cases for prosecution that will satisfy the increasingly stringent demands of the criminal justice system. Knowledge of the rules of evidence, skill in the collection and preservation of evidence will also need to be enhanced.

16. Ability to Act Ethically and Professionally

It is generally believed that police professionals must possess a high degree of personal integrity to maintain public confidence. The public expects police personnel to possess moral strength and values that reflect widely endorsed community standards. It is felt that police officers should develop appropriate attitudes and beliefs during their initial training and that the positive choices they make on a day-to-day basis should be reinforced as they move through their careers. A goal of this process will be to produce professionals who capably make appropriate ethical choices regardless of the diversity of issues they are facing. This ability is of particular importance in the exercise of discretion by individual officers in making decisions regarding whether to lay a charge.

17. Ability to Maintain a Reasonable Level of Physical Fitness and Well-being

Concerns raised by the community about the physical fitness and general well-being of some officers are acknowledged. Police officers themselves regard fitness as an important element in reducing stress and for enabling officers to safely carry out duties that require physical exertion. The ability to manage stress will be even more crucial, especially in light of the pressures that changing role expectations may bring, as traditional policing evolves into a new way of delivering service. The ability to balance issues of work and family responsibilities such as parenting, spousal relationships and so on, as well as the ability to analyze symptoms of stress, will also be required to ensure wellness in the police/family context.

18. Ability to Use Force Appropriately

The current general level of skill and ability in relation to the use of force (armed and unarmed) is considered insufficient. Regarded as critical is the ability to make valid judgements about whether or not to use force in the first instance, and secondly, about the appropriate level of force.

19. Officer Safety Skills

It is believed that as violence in society increases in the future, the threat to the physical safety of police officers will increase correspondingly. The need for front-line officers to be skilled in personal safety techniques is considered essential for reducing the likelihood of injury to police officers and to those with whom they are in contact.

20. Conflict Avoidance, Resolution, and Mediation Skills

The ability to mediate and negotiate between opposing parties in order to reduce conflict is essential. Police officers must be adept at both conflict resolution and confrontation avoidance or de-escalation. The potential for the escalation of conflict resulting from the mere involvement of the police must be recognized and compensated for by police professionals.

STRATEGIC LEARNING REQUIREMENTS: PATROL SERGEANT

Of 95 areas of knowledge, skills and abilities identified as desirable for patrol sergeants, the following list describes those requiring greater emphasis in the future. **These are not in any order of priority.**

1. **Communication skills**
2. **Interpersonal and sensitivity skills**
3. **Knowledge of human behaviour**
4. **Ability to accept and work with community diversity**
5. **Ability to serve victims**
6. **Ability to initiate, promote, and facilitate community policing**
7. **Advanced knowledge of the application of technology**
8. **Analytical skills and problem-solving ability**
9. **Crisis management skills**
10. **Ability to create an environment that fosters motivation**
11. **Ability to manage in a diverse workforce**
12. **Leadership skills**
13. **Change management skills**
14. **Knowledge of modern management philosophies**
15. **Ability to link operational tasks to corporate objectives**
16. **Knowledge of crime prevention strategies**
17. **Personal and organizational development skills**
18. **Knowledge of other agencies**
19. **Team-building skills**
20. **Ability to act ethically and professionally**
21. **Ability to maintain a reasonable level of physical fitness and well-being**
22. **Ability to use force appropriately**
23. **Officer safety skills**
24. **Conflict avoidance, resolution, and mediation skills**

DEFINITIONS

1. Communication Skills

Excellent communication skills, verbal and written, will be an absolute necessity for all police personnel. Communication skills are central to a large portion of tasks identified in relation to the supervisor of subordinates, as well as to the tasks related to performance review and training. Further, an increase in community/police group interaction will necessarily involve police officers acting as facilitators and presenters. The ability to present information effectively will greatly enhance the relationship between the police and the community and contribute to the attainment of community/police team objectives. Patrol sergeants are also required to make verbal and written presentations to senior officers. In addition, they must occasionally testify in court. Enhanced presentation skills will enable sergeants to present their views with greater accuracy, confidence and effectiveness, thereby enhancing their image both within the police environment and in the eyes of the public. Sergeants are also required to facilitate the flow of information between senior management and police constables.

2. Interpersonal and Sensitivity Skills

Improved interpersonal skills and greater sensitivity on the part of those having direct face-to-face contact with the public will be of critical importance. This includes the ability to feel and demonstrate sincere compassion, sensitivity, understanding, and tolerance. Police supervisors will need to demonstrate greater tolerance for personality differences when dealing with subordinates and the general public. The likelihood that tomorrow's workforce will be less amenable to para-military style discipline presents additional challenges to police supervisors and managers. The development of interpersonal skills is emphasized because this will assist officers to build a working partnership with the community and function in a workforce that will be better educated and more diverse. Improved interviewing skills will be an additional spinoff and these are vital for dealing with accused persons, victims, witnesses, and subordinates.

3. Knowledge of Human Behaviour

An understanding of the dynamics of individual behaviour and social systems is a required knowledge for tomorrow's police officer with supervisory responsibilities. The ability to solve problems arising from human interaction will be enhanced by such knowledge. Of considerable concern is the anticipated increase in crimes involving violence. Many believe that a greater understanding of the theories about the causes of violent behaviour among humans will lead to the development of more effective strategies to prevent violent crime. Supervisors must also be able to understand the dynamics of human behaviour in relation to their personnel. Each member of any police service is a valuable commodity and it is incumbent upon the supervisors to monitor the behaviour and performance of these members to ensure that they are performing to the best of their capabilities.

4. Ability to Accept and Work with Community Diversity

The increasing diversity of many communities is recognized as likely to impact on police/community relationships. Socio-economic position, race and ethnicity, age, sexual orientation, and gender bias are all identified as significant factors emphasizing the need for a greater understanding of community diversity. Police professionals must have the ability to serve the community by seeking and achieving sincere cooperative relationships with community residents. In this regard, one point worth repeating is the need to avoid training approaches which will lead to understanding diversity on the basis of stereotypical characteristics relating to age, race, ethnicity, employment status or other characteristics. Supervisors will be required to direct and assist their officers in effectively working with community diversity.

5. Ability to Serve Victims

Police are required, by the *Police Services Act* (1990), to become more involved in providing assistance to victims of crime. Tomorrow's police officers and supervisors will need to direct more time and attention to the needs of victims, providing greater support, understanding, and assistance. Knowledge of the psychological impact of violence and consideration of this impact will assist police officers to deal more sensitively and helpfully with victims of violence. The ability to assist victims in a meaningful way is more important than simply knowing that victims have rights and needs. It will be the responsibility of supervisors to ensure that their officers are providing the necessary assistance to victims.

6. Ability to Initiate, Promote, and Facilitate Community Policing

It is the police supervisor who will provide leadership and clarify for subordinates the philosophy of community policing. Police supervisors will work with and inspire others to devise strategies for building the police/community partnership. The police must take a leadership role in facilitating community policing and it is fundamentally important for police officers to have a clear and consistent idea of the concept "Community Policing". The need for a province-wide understanding of the principles and philosophies of community policing especially at line-level, is critical. A thorough understanding of the concept and expected practices is deemed to be a necessary condition for its successful implementation.

For this to occur, police at all levels must know how to help the public understand the roles police can play, as well as how to engage the public in identifying its priorities. The ability to conduct research in order to identify community problems and public expectations is considered important if the police are to work with, rather than administer to, the community. The success of a partnership between the police and the community will also depend on the quality of leadership this rank will provide for front-line police officers.

7. Advanced Knowledge of the Application of Technology

Police supervisors must possess an advanced knowledge of the application of technology in order to use it as a tool to support decision-making. They should also be able to coach, train, and assist subordinates to use available technology, and to improve service delivery through the use of technology.

8. Analytical Skills and Problem-solving Ability

Supervisors will require enhanced analytical skills and problem-solving abilities in order to identify problems, analyze complex situations and, by solving the problems encountered, make the best of the opportunities presented. They must be able to scan the environment and identify, through a rational process, those factors that affect community well-being. Analytical skills will be important when assisting the community to identify its policing needs and for designing service responses to satisfy those needs. It has been suggested that police supervisors today often concentrate on processes rather than outcomes, on efficiency rather than effectiveness. It is felt that police supervisors must be capable of thoughtful, rather than prescriptive police work. Police supervisors will be more successful if they concentrate on designing new and creative solutions to everyday problems instead of relying on prescribed methods. Finally, patrol sergeants must also be able to coach subordinates, enabling them to develop and apply problem-solving skills.

9. Crisis Management Skills

Patrol sergeants must be capable of effectively organizing the police response to emergencies. Skill in managing not only the officers and members of the public present at the situation, but also the situation itself will remain an important function of future line supervisors. The ability to take control, direct teams, deploy resources and debrief members following a major incident will be fundamental to the patrol sergeant's role.

10. Ability to Create an Environment that Fosters Motivation

Supervisors must be able to contribute to an environment in which motivated behaviour can flourish. Supervisors and managers will require a greater knowledge of performance management tools and techniques in order to ensure that conditions in the police organization contribute to an atmosphere in which individuals, working toward the accomplishment of shared goals, will be willing to give more of themselves. Traditional rewards for good performance will have to be replaced by more innovative schemes such as incentive programs and lateral transfers.

Efforts to bring about organizational change often meet with resistance and scepticism. All organizations are anticipating a future marked by constant change. Police supervisors (including patrol sergeants) will need to find ways to reduce confusion and dissatisfaction, while motivating their staff to greater performance during periods of turbulence caused by change.

11. Ability to Manage in a Diverse Workforce

The formerly homogeneous white, male police force has begun to change significantly. Supervisors must be able to manage and function as part of a workforce that will include older officers (including recruits starting a second career) and significantly greater numbers of women and minorities at all ranks. Supervisors in a diverse workforce will require, for example, greater knowledge of legislation on employment standards, employment equity, and sexual harassment. The ability to build cohesive work teams and coordinate their efforts for the accomplishment of common goals is recognized as more important than simply accepting that the group is diverse.

12. Leadership Skills

It is generally believed that patrol sergeants should lead by example and act as role models for their subordinates. Flexibility, open-mindedness, and an ability to embrace change are considered to be the cornerstones of good leadership. Incumbent managers will need assistance to reflect on the demands which the future will make of them, and to enhance attitudes, values and beliefs which are consistent with the attainment of goals and objectives constantly undergoing constant redefinition and refinement. The ability to model behaviours desired for constables and inspire them to achieve organizational goals is considered essential. Patrol sergeants will need to develop more democratic leadership styles. They will also be required to perform with greater flexibility and autonomy especially in the context of the new partnerships between the police and the community.

13. Change Management Skills

The management of change or the conflict wrought by change will pose a challenge for supervisors in the future. Some police officers may not be comfortable with new ways of delivering service and may not, without skillful management, be capable of pursuing them. A successful transition to a new model of policing will require a continuous process — planned, systematic, and focused on change. Skill in managing the transition will require careful planning to cope with the introduction of, resistance to, and implementation of change. Supervisors and managers must have a knowledge and understanding of organizational behaviour and those factors which affect organizational development, particularly those that may have a negative influence on attempts to promote renewal and growth through change.

The only thing we know for certain about the future is that the world around us and the world of work will undergo constant change. An example of this is the kind of partnership that the police will be required to forge with the community. Police organizations must therefore adopt new and very different values and priorities. Many police services appear to be rigid bureaucracies, with a tendency to be defensive of the status quo, and this institutionalized resistance will stand as a barrier to change or development.

14. Knowledge of Modern Management Philosophies

The frequent references to the need for police supervisors to find creative and innovative ways to manage personnel suggest that modernization of police services will depend on their ability to develop a full repertoire of management styles and the necessary versatility and flexibility to analyze situations and select the style appropriate for dealing with a variety of circumstances. It is acknowledged that there will be crisis situations requiring officers to take charge and resort to an autocratic, para-military style of leadership. What is important is the ability to differentiate between situations and achieve a fit between management style and circumstance.

For the day-to-day management of subordinates, autocratic styles of leadership may be ineffective. Current police organizational cultures discourage, rather than encourage, front-line creativity, yet creativity in solving community problems at the front-line level is what the new style requires. It is felt that supervisory ranks currently exhibit a command and control style of management and that police leaders may feel the obligation to control far more strongly than the obligation to solve problems collectively.

Current research indicates that, in policing, supervisors, in particular, see control and discipline as important aspects of their roles. The private sector is observed encouraging risk-taking and participatory decision-making involving line-level positions. The future need for more decentralized management and the delegation of greater responsibility and autonomy to supervisors at the front-line is widely acknowledged and encouraged.

15. Ability to Link Operational Tasks to Corporate Objectives

Police supervision must become something more than a practical art requiring basic intelligence and experience. Future supervisors must have a greater understanding of the economic, political, and social contexts in which policing operates. They must also have a clear understanding of their organizational priorities and be able to make functional linkages. Professional police supervisors will require the capacity to "see the big picture" and be able to communicate the reasons for operational tasks to those whom they supervise, thereby obtaining commitment as opposed to mere compliance on the part of their subordinates.

16. Knowledge of Crime Prevention Strategies

Generalist police officers and supervisors will require greater knowledge of the theories of the causes of crime and the strategies available to reduce crime opportunities in the community. Members of the community will expect and require timely and practical advice about how crime may be prevented, and patrol officers will need to be able to provide this if they are to enjoy the confidence and support of the community. Enhanced technical knowledge in general crime prevention techniques such as improving the physical security of homes and commercial premises, environmental design, and the use of lighting are examples of crime prevention fundamentals with which all patrol officers and supervisors will need to be familiar.

17. Personal and Organizational Development Skills

In order to enhance competence and professionalism, police supervisors will have to assume greater responsibility for their own professional development. They will need to develop the capacity for self-direction in learning and embrace the principles of lifelong learning. Line supervisors must be able to help their subordinates to discover what modes of learning work best for them. As part of an integrated learning system, individualized professional development will lay the foundation for a culture in policing that values and links continuous organizational renewal with personal and professional improvement. A knowledge and understanding of the philosophy of continuous quality improvement and the ability to apply this philosophy to the attainment of personal and organizational goals will contribute significantly to the development of the individual and the organization.

18. Knowledge of Other Agencies

As significant participants in the criminal justice process, police officers and supervisors require a greater knowledge and understanding of the other agencies and elements that make up the criminal justice system. To enhance the efficiency and effectiveness of policing, greater coordination of effort will be necessary in the future, both within the criminal justice system and between this system and other appropriate public sector agencies. Supervisors will ensure police personnel understand the links between social service delivery programs and agencies in order to make informed decisions and helpful referrals to citizens who require assistance. It will also be incumbent on the supervisors to establish networks with these other agencies. This will enable the supervisor to direct members of their police organization to the appropriate agency for assistance, when required.

19. Team-building Skills

Team-building skills and the ability to work in teams will become more important. Supervisors will build teams within the police environment as well as assume a leadership role in developing planned approaches to improve the quality of life in the community. Enhanced knowledge of team-building strategies and skill in coordinating police/community groups or teams will be necessary to create and implement action plans geared to the achievement of community goals. These teams will not solely consist of members from the police services. They will contain a diverse group of people from various community organizations, factions, and businesses. It will be the responsibility of the supervisor to foster cooperation between all factions involved.

20. Ability to Act Ethically and Professionally

It is generally believed that police professionals must possess a high degree of personal integrity in order to maintain public confidence. The public expects police personnel to possess moral strength and values that reflect widely endorsed community standards. It is felt that police officers and supervisors should acquire appropriate attitudes and beliefs during their initial training and that the positive choices they make on a day-to-day basis should be reinforced as they move through their careers. A goal of this process will be to produce professionals who capably make appropriate ethical choices regardless of the diversity of issues they are facing. This ability is of particular importance in the exercise of discretion by police officers and supervisors in making decisions regarding whether or not to lay a charge. Supervisors play an important role in shaping attitudes and behaviour both through modelling as well as through coaching and reinforcement. Further, they may be called upon to counsel subordinates confronted by difficult ethical choices.

21. Ability to Maintain a Reasonable Level of Physical Fitness and Well-being

Concerns raised by the community about the physical fitness and general well-being of some officers are acknowledged. Police officers themselves regard fitness as an important element in reducing stress and for enabling officers to safely carry out duties that require physical exertion. The ability to manage stress will be even more crucial in light of the pressures that changing role expectations may bring as traditional policing evolves into a new way of delivering service. The ability to balance issues of work and family responsibilities such as parenting, spousal relationships and so on will also be required in order to ensure wellness for officers in the future. Supervisors must possess skill not only in analyzing the symptoms of stress but in recognizing the symptoms of stress in others. They must be able to provide assistance and advice to subordinates who may be experiencing stress-related difficulties.

22. Ability to Use Force Appropriately

The current general level of skill and ability in relation to the use of force (armed and unarmed) is considered insufficient. Regarded as critical is the ability to make valid judgements about whether or not to use force in the first instance, and secondly, about the appropriate level of force in a given situation. Supervisors must be knowledgeable in this area, so they can provide the necessary guidance to their subordinates.

23. Officer Safety Skills

It is believed that as violence in society increases in the future, the threat to the physical safety of police officers will increase correspondingly. The need for front-line supervisors to be skilled in personal safety techniques is considered essential for reducing the likelihood of injury to police officers and to those with whom they are in contact. Supervisors must have advanced knowledge of workplace safety requirements, legal liabilities, and their responsibility, on behalf of the organization, to maintain as safe a working environment as possible.

24. Conflict Avoidance, Resolution, and Mediation Skills

The ability to mediate and negotiate between opposing parties in order to reduce conflict is regarded as essential. Supervisors must be adept at both conflict resolution and confrontation avoidance or de-escalation. The potential for the escalation of conflict resulting from the mere involvement of the police must be recognized and compensated for by police professionals. Supervisors must be capable of providing the necessary guidance to their officers to assist them in the performance of this aspect of their job.

STRATEGIC LEARNING REQUIREMENTS:
MIDDLE MANAGER

Of 113 areas of knowledge, skills and abilities identified as desirable for middle managers, the following list describes those requiring greater emphasis in the future. **These are not in any order of priority.**

1. **Communication skills**
2. **Interpersonal and sensitivity skills**
3. **Knowledge of human behaviour**
4. **Ability to accept and work with community diversity**
5. **Ability to serve victims**
6. **Ability to initiate, promote, and facilitate community policing**
7. **Advanced knowledge of the application of technology**
8. **Analytical skills and problem-solving ability**
9. **Advanced knowledge of and ability to work with political systems and processes**
10. **Ability to create an environment that fosters motivation**
11. **Ability to manage a diverse workforce**
12. **Leadership skills**
13. **Change management skills**
14. **Knowledge of modern management philosophies**
15. **Ability to link operational tasks to corporate objectives**
16. **Operational and strategic planning skills**
17. **Knowledge of financial planning and management**
18. **Networking skills**
19. **Case management skills**
20. **Personal and organizational development skills**
21. **Knowledge of other agencies**
22. **Team-building skills**
23. **Ability to act ethically and professionally**

DEFINITIONS

1. Communication Skills

Middle managers are responsible for maintaining three levels of communication: upward, downward, and peer. Given their strategic location at the centre, they will play a critical role in ensuring the flow of information throughout the organization. Excellent verbal and written communication skills will be essential for interpreting policy and clarifying the benefits and opportunities presented by new ideas or programs. In their monitoring capacity they will need to communicate performance expectations and feedback to subordinates with clarity. They will have to create the necessary systems for ensuring that the views and concerns of subordinates will surface and be communicated to senior management.

They will be expected to develop greater skill in areas such as public relations, to prepare and present effective briefings. When dealing with the media, conducting press conferences or chairing police/community meetings they will require excellent skills and judgement to determine the required level of detail and to organize the material to facilitate understanding. Improved communication skills will facilitate the forging of closer relationships with the public and greater cooperation and understanding in the workplace.

2. Interpersonal and Sensitivity Skills

Middle managers will require these skills to handle situations involving both groups and individuals. They will be expected to demonstrate sensitivity, understanding, and tolerance. They will acquire skill in stimulating and managing constructive discussion of differing points of view. They will promote cooperation between work teams and between these teams and external partners, acknowledging the value of all contributions and smoothly resolving misunderstanding. They will be required to discipline personnel, demonstrating fairness and respect for individuals, the need to be firm notwithstanding. They will be required to achieve consensus where none seems possible.

3. Knowledge of Human Behaviour

An understanding of the dynamics of individual behaviour and social systems is a required knowledge for tomorrow's police manager. The ability to solve problems arising from human interaction will also be enhanced by such knowledge. Of considerable concern is the anticipated increase in crimes involving violence. An awareness of the fear of crime especially among the elderly and females, and a greater understanding of the most supportable theories about crime causation, will assist managers to make informed judgements in the development of appropriate prevention strategies. This knowledge will enable managers to coach and guide subordinates confronted by difficult situations.

4. Ability to Accept and Work with Community Diversity

The increasing diversity of many communities is recognized as likely to impact on police/community relationships. Socio-economic position, race and ethnicity, age, sexual orientation, and gender bias are all identified as significant factors emphasizing the need for a greater understanding of community diversity by police. Middle managers will be required to develop an understanding of the needs and concerns of all sectors of society and an appreciation of society's change towards complexity and sophistication. This knowledge will manifest itself in actions that reflect a respect for others and the ability to relate effectively to people having different values, personalities or backgrounds.

5. Ability to Serve Victims

Police are required by the *Police Services Act* (1990) to become more involved in providing assistance to victims of crime. Tomorrow's police officer will need to direct more time and attention to the needs of victims, providing greater support, understanding, and assistance. Knowledge of the psychological impact of violence and consideration of this impact will assist managers to develop sensitive service models and monitor service delivery to give effect to the legislation and to comply with the specific policy of their police service.

6. Ability to Initiate, Promote, and Facilitate Community Policing

It is the middle manager who will interpret the organization's direction and provide leadership and clarification for subordinates on the philosophy of community policing. Middle managers will work with and inspire others to devise strategies for building the police/community partnership. They will also coordinate the various team initiatives within the organization to ensure a consistent approach. The need for a province-wide understanding of its principles and philosophies is critical. A thorough understanding of the concept is deemed to be a necessary condition for its successful implementation.

They will require the ability to motivate the citizenry towards active problem-solving in relation to community concerns. They will also require the ability to develop a rapport with different groups in society, e.g., the elderly, youth, service clubs; and to appreciate the problems faced by some — in the case of single parents: unsupervised children, latch-key kids. The ability to conduct accurate research in order to identify community problems and public expectations is considered important if the police are to work with rather than administer to the community. The ability of this rank to consult with the public and provide meaningful advice to senior management will impact directly on the appropriateness of police/community programs sanctioned by senior management.

7. Advanced Knowledge of the Application of Technology

Police managers must possess an advanced knowledge of the application of technology in order to use it as a tool to obtain sufficient and relevant information for decision-making. They should also be able to coach, train, and assist subordinates to use available technology, and to improve service delivery through the use of technology. Middle managers will be required to evaluate technology in use and provide some assistance to senior managers concerning the acquisition of technology for operational and administrative purposes.

8. Analytical Skills and Problem-solving Ability

Middle managers will require enhanced analytical skills and problem-solving abilities including the ability to scan the environment and identify those factors that affect community well-being. Through the development of operational problem-solving ability, they will be able to clearly define problems and assist subordinates to develop practical options and solutions in areas such as police/community relations, staff relations, work allocation, and staff deployment. They will be expected to anticipate problems by probing symptoms to uncover root causes. They will develop the skills to consider the linkages among all parts of the operations and evaluate system-wide consequences of action plans. Middle managers must also be able to coach subordinates, enabling them to develop their own approach to problem-solving.

9. Advanced Knowledge of and Ability to Work with Political Systems and Processes

Police managers need to have in-depth knowledge of the political context in which policing operates so as to be able to interpret government's decisions, programs and strategies, and organizational responses for their subordinates. A clear understanding of how public policy is made will enable them to anticipate new legislation and make timely input, thereby participating in the public administration process to the advantage of the public they serve.

It is believed that those who enforce the law constantly make observations about the value of certain laws to society and about flaws in legislative drafting which make it difficult for the intention of legislators to be realized. Because of their close interaction with the public they also have a real sense of society's changing needs. Middle managers are in a good position, and have a civic responsibility, to ensure that this wealth of information is fed into the system, thereby achieving input in the making of public policy.

A general understanding of the *Constitution Act*, the *Charter*, and the interpretation of these documents; and an understanding of how rulings by the Supreme Court of Canada affect all aspects of Canadian society will enable managers to get a better reading of the pulse of society and an appreciation of the need for the interface between policing and the administration.

10. Ability to Create an Environment that Fosters Motivation

Gone are the days when material rewards and the fear of punishment motivated employees. Traditional rewards for good performance will have to be replaced by more innovative schemes such as incentive programs and lateral transfers. Middle managers will need to be resourceful in finding new ways to recognize competence and accomplishments, to accord respect and dignity, and to encourage the expression of new ideas. They will be expected to take an active interest in the development of their subordinates, preparing them for transitions to higher organizational levels or different functions. Middle managers of the future will be recognized by their concern for the total wellness of their staff. They will achieve results by adjusting rewards and sanctions based on employees' performance. Managers must be able to provide an environment in which motivated behaviour can flourish. Managers will require a greater knowledge of performance management tools and techniques in order to ensure that conditions in the police organization contribute to an atmosphere in which individuals, working toward the accomplishment of shared goals, will be willing to give more of themselves.

11. Ability to Manage a Diverse Workforce

The challenge to future managers will be to seek value in diversity. All are agreed that the formerly homogeneous white, male police force will change significantly in the future. Managers must be able to manage a workforce that will include older officers (including recruits starting a second career), and significantly greater numbers of women and minorities. Management of a diverse workforce will require, for example, knowledge of legislation on employment standards, employment equity, and sexual harassment. The ability to address issues such as sexual orientation, gender bias, and multicultural influences is certain to have a positive impact on managers' efforts to build and lead cohesive work teams and coordinate their efforts for the attainment of common goals.

Managers will require a reorientation to treat diversity as an asset instead of an adversary. They will develop flexible procedures which accommodate both performance and individual differences in style and preference. They will learn to provide experiences that tap the individual strengths and perspectives of employees. The greatest challenge will be to align rewards with employees' values.

12. Leadership Skills

At this level, effective leadership depends on the manager's ability to challenge and mobilize the energies and talents of subordinates; to encourage them to take responsibility for assignments; to recognize their contributions by turning the spotlight on them and rewarding good work. It is generally believed that middle managers should lead by example and act as role models for their subordinates. Flexibility, open-mindedness, and an ability to embrace change are considered to be the cornerstone of good leadership. Incumbent managers will need assistance to reflect on the demands which the future will make of them so that they may develop new directions and values, and be capable of formulating appropriate strategies for motivating others to achieve organizational goals. They will demonstrate trust and confidence in subordinates by involving them in decision-making. Leadership skills are manifested in the ability of managers at this level to attract, retain, develop, and promote talented subordinates.

13. Change Management Skills

The most critical role of middle managers is to ensure stability during a period of restructuring. Key skills are communication, problem-solving, and mediation to shape others' understanding in ways which capture interest, inform, and gain support. Senior managers will depend on the highly developed powers of observation of this group to identify the human factors that could inhibit successful implementation of new initiatives and to suggest strategies for overcoming these obstacles.

The management of change or the conflict wrought by change is expected to pose a challenge for all managers in the future. Some police personnel may not be comfortable with new ways of delivering service and may not, without skillful management, be capable of acceptable performance. Middle managers will monitor change processes and provide support for subordinates through counselling, and by constantly clarifying roles and resolving confusion around changing priorities.

All managers must have a knowledge and understanding of organizational behaviour and those factors which affect organizational development, particularly those that may have a negative influence on attempts to promote renewal and growth through change.

14. Knowledge of Modern Management Philosophies

Managing group performance and coordinating interdependent groups are key responsibilities of middle managers. Recognizing that people are the critical core of any organization and that managing the human resource is more crucial to the success of the organization than the management of financial resources, emphasis at this level will be on acquiring the skills necessary for managing group performance. Middle managers will need to be able to distinguish between the techniques suitable for motivating individuals, which are more applicable at the supervisory level, and those suitable for the management of group performance.

It is thought that modernization of police services will depend on the ability of managers to develop a full repertoire of management styles and the necessary versatility and flexibility to analyze situations and switch from one style to another with ease. It is acknowledged that there will be crisis situations requiring managers to take charge and resort to an autocratic, para-military style of leadership. However, middle managers will need to recognize that autocratic styles of management may be dysfunctional for the day-to-day management of subordinates. The future need is for decentralized management and the delegation of greater responsibility and autonomy to supervisors at the front-line.

Middle managers will be expected to model new management styles, to coach front-line officers to be more assertive, and to accept a reduction in their hitherto hands-on involvement in directing routine operational activities. They will need preparation for the tasks of motivating and disciplining subordinates and they will also require the ability to establish guidelines for subordinate managers to follow. Skills in human resources development will assist them in fulfilling a major responsibility of this rank, which is aiding the growth and development of subordinates.

15. Ability to Link Operational Tasks to Corporate Objectives

The concept of linking groups drives the middle manager's work. The middle manager must maintain a high level of awareness of all that is going on across the organization to ensure integration of various group plans and activities. Future managers must have a greater understanding of the economic, political, and social context in which policing operates. They must also have a clear understanding of organizational priorities and be able to make functional linkages. In short, professional police managers will require the intellectual capacity to "see the big picture" and communicate the reasons for operational tasks to those whom they supervise, thereby obtaining enrolment as opposed to mere compliance on the part of their subordinates. They will develop and use contacts throughout the organization to assist in achieving objectives and yet possess sufficient insight to determine whether issues should be dealt with at this level or referred to senior management for determination.

16. Operational and Strategic Planning Skills

The major responsibility of this group of managers is to translate strategic plans into specific operational plans, schedules, and procedures. They will coordinate the development of practical plans and allocate resources for the achievement of organizational goals. Middle managers will monitor the implementation of operational plans and seek ways to maximize the efficient use of resources, making adjustments as required. They will constantly monitor the effects of the work for which they are directly responsible on the work of other groups in the organization and vice versa, ensuring the coordination of action plans and negotiating working agreements.

Middle managers will need the ability to plan courses of action based on an accurate interpretation of all relevant factors affecting the organization therefore they must be adept at environmental scanning and have a knowledge and understanding of both global and local trends. They will need to establish processes which encourage input from all levels of the organization and from the community. They should be capable of effective contingency planning in order to anticipate possible changes which could affect the organization in the future. These skills will be especially important as management becomes more decentralized with greater autonomy at the division and sub-unit levels.

17. Knowledge of Financial Planning and Management

Scarce resources and government restraint initiatives will challenge the financial management skills of managers. An advanced knowledge of financial management procedures, such as estimating and allocating resources for operational needs, and the tender process, will be necessary. Specifically, they must have knowledge of available resources and be skilled at obtaining and allocating them, and controlling expenditure. They must also be able to forecast needs and analyze alternatives in light of revenue availability.

18. Networking Skills

Middle managers will be required to interact with others in ways that advance the work of the organization, developing mutually beneficial and productive working partnerships. All police managers require networking skills to develop relationships with managers of other groups within the organization and from the wider community to facilitate the exchange of information or resources. They will provide information or assistance to subordinates to facilitate their own networking with other groups or organizations. It is felt that enhanced networking both internally and with the extended community will improve operational efficiency and make for better police/community relations.

19. Case Management Skills

As front-line officers become more involved in investigations and the preparation of cases for trial, they will require greater supervision and assistance. Middle managers will require expertise in case management to enable them to supervise investigations and coach subordinates in the preparation of cases for presentation in court.

20. Personal and Organizational Development Skills

High levels of social, cultural, and technical development are fuelled by high levels of personal development and vice versa. In order to enhance competence and professionalism, police personnel at all levels will have to assume greater responsibility for their own development. They will need to develop the capacity for self-direction in learning and embrace the principles of lifelong learning. Managers must be able to help their subordinates to discover what modes of learning work best for them. As part of an integrated learning system, individual professional development will lay the foundation for a culture in policing that values and links continuous organizational renewal and personal improvement.

A knowledge and understanding of the philosophy of continuous quality improvement and the ability to promote this philosophy as a way of life within the police community will contribute significantly to the development of the individual and the organization. Middle managers will be expected to encourage subordinates to utilize all their technical and process skills to question the norms of the organization and to change and develop it. They will develop "strategic intelligence" to constantly seek and obtain feedback on the quality of their services from the perspective of the communities served; and to use this information in redefining organizational goals, structures, policies, and procedures.

21. Knowledge of Other Agencies

As significant participants in the criminal justice process, all police personnel will require a greater knowledge and understanding of the other agencies and elements that make up the criminal justice system. To enhance the efficiency and effectiveness of policing, greater coordination of effort will be necessary in the future, both within the criminal justice system and between this system and other appropriate public sector agencies. As an important element of this, managers will need a greater understanding of the links between social service delivery programs and agencies in order to make informed decisions and helpful referrals to citizens who require assistance. Moreover, management will be regarded as a source of information by subordinates and so must possess sufficient knowledge gained through inter-agency networking to assist subordinates and develop referral procedures.

22. Team-building Skills

Team-building skills and the ability to work in teams will provide significant leverage for organizational growth in the future. Middle managers will be responsible, at the macro level, for promoting a team approach to problem-solving in the police environment. They must create the type of environment in which teamwork is valued and rewarded.

Enhanced knowledge of team-building strategies will enable managers to coach subordinates. Middle managers will be expected to teach teams how to lead themselves; to achieve quality interaction by calling upon their own conflict resolution and problem-solving skills; and to create mutually advantageous partnerships between teams and the organization.

23. Ability to Act Ethically and Professionally

It is generally believed that police professionals must possess a high degree of personal integrity in order to maintain public confidence. The public expects police personnel to possess moral strength and values that reflect widely endorsed community standards. It is felt that police managers should be assisted to maintain the sense of propriety inculcated in their earlier training and that the positive choices they make should be reinforced as they move through their careers.

Middle managers will be required to maintain a high level of awareness of such complex and divisive issues as native rights, environmental protests, labour unrest, euthanasia, and abortion. They will be expected to act impartially when, as is frequently the case, these topics polarize opinions impacting upon the moral, ethical or religious concerns of individual officers. A goal of this process will be to produce professionals who capably make appropriate ethical choices regardless of the diversity of issues they are facing and who model appropriate behaviours. Moreover, managers will be expected to establish codes of conduct and operate a system that communicates to subordinates the value which management attaches to such standards of behaviour.

STRATEGIC LEARNING REQUIREMENTS:
SENIOR MANAGER

Of 100 areas of knowledge, skills and abilities identified as desirable for senior police managers, the following list describes those requiring greater emphasis in the future. **These are not in any order of priority.**

1. **Communication skills**
2. **Interpersonal and sensitivity skills**
3. **Knowledge of human behaviour**
4. **Ability to accept and work with community diversity**
5. **Ability to serve victims**
6. **Ability to initiate, promote, and facilitate community policing**
7. **Knowledge of the effective application of technology**
8. **Analytical skills and problem-solving ability**
9. **Advanced knowledge of and ability to work with political systems and processes**
10. **Ability to create an environment that fosters motivation**
11. **Ability to manage a diverse workforce**
12. **Leadership skills**
13. **Change management skills**
14. **Knowledge of modern management philosophies**
15. **Ability to link operational tasks to corporate objectives**
16. **Advanced operational and strategic planning skills**
17. **Knowledge of financial planning and management**
18. **Networking skills**
19. **Organizational planning and design skills**

DEFINITIONS

1. Communication Skills

The senior police manager frequently plays the role of ambassador for the organization and seizes opportunities to explore stakeholders' viewpoints by capitalizing on existing communication vehicles and creating new ones. At this level, superior communication skills and strategies will need to be developed to ensure management of the organization toward strategic goals and to prevent the development of informal communication systems that destabilize the organization. Senior police managers will be required to promote open dialogue throughout the organization and compellingly relate a future state and direction which generates enthusiasm and commitment at all levels.

They will require high-impact communication skills to present complex issues with clarity, credibility, and impact in widely varied forums; to adapt the content and style of communication for different audiences; to handle on-the-spot questioning by the media, special interest groups, and senior public officials while managing diversions and interruptions with tact; and to provide responses which reflect an awareness of the sensitivities involved. The quality of their presentations both internally and externally will portray them and the profession as a whole in a favourable light; will facilitate the forging of closer relationships with the public, and greater cooperation and understanding in the workplace.

2. Interpersonal and Sensitivity Skills

Improved interpersonal skills and greater sensitivity will be of critical importance to future police managers. Senior managers will require both diplomacy and versatility to manage sensitive interpersonal situations and handle delicate negotiations. Mastery of these skills will enable them to attain objectives without relying on the formal authority of their rank and will portray them as sensitive and caring, even in those situations where tough interpersonal decisions have to be made. Among the reasons for emphasizing these skills are the need to facilitate a working partnership with the public and the need to manage a workforce that will be better educated, more diverse, and more given to a participative style of management. They will be expected to display tolerance for personality differences exhibited by people and to assume a greater mentoring role when dealing with their subordinates. When representing the organization at a variety of public events they will require these skills to create a favourable impression on initial contact and to advance the organization's interest without arousing hostility.

3. Knowledge of Human Behaviour

An understanding of the dynamics of individual behaviour and social systems is a required knowledge for tomorrow's senior police manager. The ability to solve problems arising from human interaction will be enhanced by such knowledge. Of considerable concern is the anticipated increase in crimes involving violence. An awareness of the fear of crime especially among the elderly and females, and a greater understanding of the most supportable theories about crime causation, will assist managers to make informed judgements in the development of appropriate prevention strategies. This knowledge will enable senior police managers to provide leadership in this regard.

4. Ability to Accept and Work with Community Diversity

The increasing diversity of many communities is recognized as likely to impact on police/community relationships. Socio-economic position, race and ethnicity, age, sexual orientation, and gender bias are all identified as significant factors emphasizing the need for a greater understanding of community diversity by police. Police professionals will have to develop the ability to serve the community by seeking and achieving sincere cooperative relationships with people from all walks of life. In this regard, one point worth repeating is the need to avoid training approaches which would lead to understanding diversity on the basis of stereotypical characteristics relating to age, race, ethnicity, employment status or other characteristics. The example set by senior managers will enhance the organization's contribution towards the creation of a "better society".

5. Ability to Serve Victims

It will be the responsibility of senior managers to ensure that service delivery in their respective organizations is responsive to the requirements of the *Police Services Act* (1990) regarding the provision of assistance to victims of crime. Tomorrow's police officer will need to direct more time and attention to meeting the needs of victims, providing greater support, understanding, and assistance. Knowledge of the psychological impact of violence and consideration of this will assist police officers to deal more sensitively and helpfully with victims of violence. Senior managers will be required to establish guidelines for and monitor the implementation of victim services in their organizations.

6. Ability to Initiate, Promote, and Facilitate Community Policing

Senior managers will provide leadership and clarification for subordinates on the philosophy of community policing. They will work with and inspire others to devise strategies for building the police/community partnership. It is agreed that the police must take a leadership role in facilitating community policing and it is regarded as fundamentally important for police officers to have a clear and consistent idea of what community policing actually is and means.

Senior management will approve the underlying values and beliefs and set the direction for their organization. The success of a partnership between the police and the community will also depend on the quality of leadership this rank will provide and the signals which they will communicate, by their actions, to front-line police officers.

To ensure successful implementation, senior managers will ensure full organizational support by recognizing the need for decisions to be taken at line level and by granting the necessary autonomy. They will institute the mechanisms for obtaining public input on policing priorities so as to give reality to the premise that the community will have the right to identify its policing needs. In addition, they will require the ability to interpret research findings in order to determine the focus of their organization's responses to community needs.

7. Knowledge of the Effective Application of Technology

Senior police managers will require a greater understanding of the application of technology. They will need to appreciate its usefulness both at the corporate and operational level. An ability to stay abreast of changes in the world of technology is important as they will be required to make decisions about the acquisition of new and costly technology for the enhancement of service delivery.

8. Analytical Skills and Problem-solving Ability

Senior police managers will require enhanced analytical skills and problem-solving abilities in order to identify problems and analyze complex situations. They must be able to scan the environment and identify those factors that affect community well-being. Analytical skills will be important when assisting the community to identify its policing needs and for the development of practical policies and program options.

They will develop the high level of dexterity necessary for keeping track of many problems and developments simultaneously, from routine problems to the broader issues. Since time management is so essential at this level, they will need to be able to distinguish quickly between essential and non-essential details in order to delegate responsibilities and allocate resources, thereby freeing themselves to deal with the more complex issues facing the organization. Analytical skills and problem-solving ability will enable senior managers to grasp the meaning of trends and interrelationships between the organization and its environment and make accurate predictions of future developments.

9. Advanced Knowledge of and Ability to Work with Political Systems and Processes

Senior police managers need to have in-depth knowledge of the political context in which policing operates to be able to interpret government's decisions, programs and strategies for their boards, senior staff, and others. A clear understanding of how public policy is made will enable them to anticipate new legislation and make timely input, thereby participating in the public administration process to the advantage of the public they serve.

Through an understanding of and sensitivity to the interface between the political and organizational culture, they will be able to balance conflicting demands from the political level, community interest groups, and the organization. The role of senior police managers in interpreting police services to the wider community and to opinion leaders in government and the private sector will be central to the community/police partnership and to the acquisition of resources. This ability will enable them to galvanize support and to determine optimum timing for launching new initiatives. It will enable them to make the best use of current issues to implement agendas.

10. Ability to Create an Environment that Fosters Motivation

It will be the responsibility of senior management to sustain the organization's momentum towards accomplishing goals. They will be required to devise strategies that instill commitment and generate enthusiasm at all levels. They will need to find innovative ways to reduce confusion and dissatisfaction that may arise from rapid change while motivating and inspiring people to greater performance.

These managers must be able to provide an environment in which motivated behaviour can flourish. Traditional rewards for good performance will have to be replaced by more innovative schemes such as incentive programs and lateral transfers. They must come to appreciate the value of staff development and training, career development programs, succession planning, and employee compensation schemes, in order to derive maximum benefits from their human resources. Their enhanced knowledge of performance management tools and techniques will ensure that conditions in the police organization contribute to an atmosphere in which individuals, working toward the accomplishment of shared goals, will be willing to give more of themselves.

11. Ability to Manage a Diverse Workforce

Demographic changes mean that the workforce of the future will display one major characteristic: diversity. It is agreed that the traditionally white male-dominated setting will disappear and give way to a workforce that will include older officers (including recruits starting a second career), and significantly greater numbers of women and minorities. The ability to develop sound but flexible policies and procedures will have a profound impact on the organization's capacity to adapt. The new workforce will require flexibility in work hours, rewards, the accommodation of family responsibilities, dealing with individual differences, and matching individual competencies with job requirements. Management of a diverse workforce will require, for example, knowledge of legislation on employment standards, employment equity, and sexual harassment. Senior managers will also need to be able to identify relevant candidate pools for recruitment purposes.

12. Leadership Skills

Effective leadership will move police organizations from the present to a future state. Leadership at this level involves envisioning a future state and a sense of direction. Senior managers will develop the skill to draw subordinates to the vision of the organization by constantly clarifying their understanding of what the organization could be, by influencing their beliefs and providing an environment that causes people to become fully committed to reaching that future state. Senior managers will need to develop more democratic leadership styles while retaining the responsibility for giving a sense of direction to the organization. They will be expected to encourage constructive questioning of policies and practices and to sponsor experimentation and innovation. Effective police leaders will be identified by their ability to demonstrate consistency in upholding the ethical and social norms of the organization in actions and decisions; and to maintain consistent values and performance standards.

13. Change Management Skills

Senior managers will require highly developed diagnostic and strategic planning skills to determine future needs and assess the organization's readiness for change. The responsibility for redefining the organization's culture to be more supportive of corporate objectives will fall to senior managers. They will require the skill to anticipate the psychological impact of change on employees. All these skills will enable them to design organizational arrangements to facilitate restructuring. They will need specialized knowledge to establish and maintain effective monitoring and accountability systems to review progress against strategies and ensure harmony across the organization.

The management of change or the conflict wrought by change will challenge their abilities. Some police personnel may not be comfortable with new ways of delivering service and may not, without skillful management, be capable of acceptable performance. A successful transition to a new model of policing will involve a continuous process – planned, systematic, and focused on change. Managing the transition will require skill in developing strategies to manage resistance and counteract negative expectations. Managers must have a knowledge and understanding of organizational behaviour and those factors which affect organizational development, particularly those that may have a negative influence on attempts to promote renewal and growth through change.

14. Knowledge of Modern Management Philosophies

One of the most important challenges facing police organizations in the future will be to produce senior managers who are sufficiently knowledgeable about and skilled in leading-edge management techniques to be able to constantly reframe their organizations while maintaining consistent high levels of performance. The senior level must ensure that the learning which the organization accomplishes is not simply maintenance learning or the acquisition of fixed methods for dealing with recurring situations but innovative or generative learning which allows the creation of new practices to take place.

It is acknowledged that there will be crisis situations requiring senior managers to take charge and resort to an autocratic, para-military style of leadership. What is seen as important is the ability to differentiate between situations and achieve a fit between management style and circumstance.

It will be the responsibility of senior managers to ensure that police management styles reflect current practices. The future need is for decentralized management and the delegation of greater responsibility and autonomy to managers at the front-line. Senior managers will be expected to model new management styles; to coach middle managers to be more assertive; and to accept a reduction in their hitherto hands-on involvement in directing operational activities. In short, their effectiveness will depend more on their ability to achieve results through others, than on the application of their individual abilities.

15. Ability to Link Operational Tasks to Corporate Objectives

Senior managers will perform the pivotal role of linking operational goals and activities to broad organizational initiatives. They will also ensure linkages between the government's plans and priorities and the organization's initiatives. They will constantly clarify objectives for subordinate managers and provide feedback. They will participate in the process of translating organizational strategies into concrete action plans. They will require superior judgement to achieve the balance between direction and delegation since their major responsibility will be to provide supporting structures which allow for the use of individual initiative at the operational level.

16. Advanced Operational and Strategic Planning Skills

Senior managers will focus on shaping the strategic direction of the organization in light of emerging events and trends. They must be adept at environmental scanning and have a knowledge and understanding of both global and local trends. They will need to establish processes which encourage input from all levels of the organization and from the community. In their efforts to "position" the organization, they will need to devise structures that ensure cross-functional support for all implementation strategies. They will ensure that the allocation of resources realistically reflects organizational priorities. They will demonstrate a clear commitment to operational plans formulated by subordinate managers in response to strategic directions.

17. Knowledge of Financial Planning and Management

Scarce resources and government restraint initiatives will challenge the financial management skills of senior managers. An advanced knowledge of financial management procedures, budgeting, and economic planning will be necessary. It is felt that police services may, in the future, utilize civilian professionals to assist senior managers to perform these functions. Specifically, they must be skilled at obtaining resources, allocating them, and controlling expenditures.

They must also be able to forecast needs and analyze alternatives in light of revenue availability.

18. Networking Skills

Senior managers will build support for organizational perspectives by creating and maintaining strategic alliances and networks of clients, colleagues, and interest groups inside and outside of the organization. They will require networking skills in order to consult broadly within the police service, with other organizations, and with the community. The success of initiatives like community policing will depend on the quality of these skills.

19. Organizational Planning and Design Skills

Senior police managers will require expertise in organizational planning and design in order to develop the structures and processes that will give direction to the service. They will conceive the models to guide the development of practical long-term directions for operationalizing their strategic plans. They will maintain a high level of organizational awareness enabling them to identify key players when restructuring is contemplated or when sensitive projects have to be implemented. To ensure that organizational goals are achieved they will adjust priorities or redeploy resources as required.

CONSTABLE

1. Communication skills
2. Interpersonal & sensitivity skills
3. Knowledge of human behaviour
4. Ability to accept & work with community diversity
5. Ability to serve victims
6. Ability to initiate, promote & facilitate community policing
7. Ability to use policing-related technology
8. Analytical skills & problem-solving ability
9. Knowledge of political systems & processes
10. Knowledge of crime prevention strategies
11. Personal & organizational development skills
12. Knowledge of other agencies
13. Team-building skills
14. Ability to use crime trend information
15. Ability to apply basic police authorities & knowledge of case preparation
16. Ability to act ethically & professionally
17. Ability to maintain a reasonable level of physical fitness & well-being
18. Ability to use force appropriately
19. Officer safety skills
20. Conflict avoidance, resolution & mediation skills

PATROL SERGEANT

1. Communication skills
2. Interpersonal & sensitivity skills
3. Knowledge of human behaviour
4. Ability to accept & work with community diversity
5. Ability to serve victims
6. Ability to initiate, promote & facilitate community policing
7. Advanced knowledge of the application of technology
8. Analytical skills & problem-solving ability
9. Crisis management skills
10. Ability to create an environment that fosters motivation
11. Ability to manage in a diverse workforce
12. Leadership skills
13. Change management skills
14. Knowledge of modern management philosophies
15. Ability to link operational tasks to corporate objectives
16. Knowledge of crime prevention strategies
17. Personal & organizational development skills
18. Knowledge of other agencies
19. Team-building skills
20. Ability to act ethically & professionally
21. Ability to maintain a reasonable level of physical fitness & well-being
22. Ability to use force appropriately
23. Officer safety skills
24. Conflict avoidance, resolution & mediation skills

MIDDLE MANAGER

1. Communication skills
2. Interpersonal & sensitivity skills
3. Knowledge of human behaviour
4. Ability to accept & work with community diversity
5. Ability to serve victims
6. Ability to initiate, promote & facilitate community policing
7. Advanced knowledge of the application of technology
8. Analytical skills & problem-solving ability
9. Advanced knowledge of & ability to work with political systems and processes
10. Ability to create an environment that fosters motivation
11. Ability to manage a diverse workforce
12. Leadership skills
13. Change management skills
14. Knowledge of modern management philosophies
15. Ability to link operational tasks to corporate objectives
16. Operational & strategic planning skills
17. Knowledge of financial planning & management
18. Networking skills
19. Case management skills
20. Personal & organizational development skills
21. Knowledge of other agencies
22. Team-building skills
23. Ability to act ethically & professionally

SENIOR MANAGER

1. Communication skills
2. Interpersonal & sensitivity skills
3. Knowledge of human behaviour
4. Ability to accept & work with community diversity
5. Ability to serve victims
6. Ability to initiate, promote & facilitate community policing
7. Knowledge of the effective application of technology
8. Analytical skills & problem-solving ability
9. Advanced knowledge of & ability to work with political systems and processes
10. Ability to create an environment that fosters motivation
11. Ability to manage a diverse workforce
12. Leadership skills
13. Change management skills
14. Knowledge of modern management philosophies
15. Ability to link operational tasks to corporate objectives
16. Advanced operational & strategic planning skills
17. Knowledge of financial planning & management
18. Networking skills
19. Organizational planning & design skills

APPENDIX III: LIST OF REPORTS ISSUED BY THE STRATEGIC PLANNING COMMITTEE ON POLICE TRAINING AND EDUCATION

The Strategic Planning Committee based its thinking and recommendations primarily on the information gained from extensive consultation and commissioned research. The Committee issued the following background reports:

- *Report on High Impact Learning Methodologies*
- *Report on Police Training and Education in Other Jurisdictions*
- *Report on Consultations with the Community on Future Policing and Police Training Issues*
- *Report on Ontario Police Community Initial Consultation*
- *Report on Private Sector Learning Initiatives*
- *Report on Strategic Learning Requirements for Police Personnel*
- *Report on the Evaluation of Adult Learning in the Workplace*
- *Report on Evaluating Learning Systems*
- *Report on Consultation with the Police Community on Police Specialties in the Future*
- *Report on Future Policing Issues for Ontario*
- *Report on Relationship between Higher Education and Police Learning Requirements*
- *Report on Strategic Learning Requirements for Police Educators**

* to be published

Copies of the above reports may be obtained by contacting:
Ministry of the Solicitor General
Communications Branch
11th Floor, 25 Grosvenor Street, Toronto, Ontario M7A 1Y6.

APPENDIX IV: COMPREHENSIVE LIST OF LEARNING REQUIREMENTS FOR POLICE EDUCATORS

COMMUNICATION

1) Effective listening skills
2) Writing skills
3) Presentation skills
4) Questioning skills
5) Verbal skills
6) Networking skills
7) Marketing skills
8) Interpersonal skills
9) Sensitivity skills
10) Facilitation skills
11) Conflict resolution skills
12) Interviewing skills

TECHNICAL

13) Knowledge of subject matter
14) Demonstration skills
15) Knowledge of current laws (federal, provincial, and municipal)
16) Knowledge of philosophy of policing
17) Knowledge of adult learning methodologies
18) Knowledge of management principles
19) Time management skills
20) Group dynamics skills
21) Decision-making skills
22) Motivational skills
23) Project management skills
24) Cost analysis skills
25) Knowledge of organizational culture and values
26) Knowledge of administrative procedures
27) Knowledge of standard operating procedures
28) Knowledge of departmental regulations
29) Knowledge of directives and policies
30) Knowledge of population diversity
31) Knowledge of provincial demographics

32) Knowledge of available training resources
33) Ability to access available training resources
34) Logistical skills
35) Analytical skills
36) Ability to synthesize information
37) Ability to extract relevant information
38) Ability to identify critical learning points
39) Ability to design training modules
40) Ability to design training courses
41) Ability to sequence topics
42) Ability to sequence modules
43) Research skills
44) Ability to effectively use training technology
45) Ability to assess and adjust to audiences
46) Ability to be flexible/adaptable to physical environment
47) Ability to design a test of individual learning
48) Ability to administer a test of individual learning
49) Ability to interpret the results of a test of individual learning
50) Knowledge of organizational structure
51) Team-building skills
52) Ability to create audio/visual aids
53) Computer literacy skills
54) Knowledge of learning disabilities
55) Ability to design a needs analysis strategy
56) Ability to conduct a needs analysis
57) Ability to interpret the results of a needs analysis
58) Ability to construct a basic data-gathering instrument
59) Ability to administer a data-gathering instrument
60) Ability to interpret data
61) Ability to testify as an expert witness at judicial proceedings

PERSONAL ATTRIBUTES

62) Knowledge of personal strengths and weaknesses
63) Ability to be objective
64) Ability to work independently
65) Ability to take initiative
66) Ability to be a role model
67) Ability to use humour
68) Ability to empathize

69) Ability to display patience
70) Ability to maintain personal integrity
71) Ability to work as part of a team
72) Ability to take responsibility for continuous personal development

APPENDIX V: SPECIFIC RESPONSIBILITIES OF THE ONTARIO POLICE LEARNING SYSTEM BOARD

Specific responsibilities of the Board will be to:

- conduct and co-ordinate research and evaluation on the Police Learning System to ensure it remains current and relevant to meet the needs of the community and the learners, and reflects the mission and statement of principles;
- develop and recommend standards for police learning for approval by the Solicitor General;
- develop and administer a standard entry-level test of pre-employment foundation training;
- establish standards for police educators delivering programs required by the Board;
- accredit programs required by the Board and delivered by police services;
- accredit all police educators delivering programs required by the Board;
- accredit programs and foundation training and other programs as may be defined by the Board and delivered by post-secondary educational institutions;
- accredit other programs and police learning delivered by institutions other than post-secondary educational institutions;
- evaluate programs delivered by central police learning institutions such as the Ontario Police College;
- provide guidelines for the performance of police educators who are delivering programs not required by the Board but who are involved in police training and education in a police service;
- evaluate the needs of police services for financial assistance for police learning and recommend to the Solicitor General appropriate financial assistance to police services regarding such police learning;

- sponsor scholarships and research grants to post-secondary educational institutions and to police personnel;
- operate the Ontario Police College;
- establish and operate the Ontario Police Executive Development Institute; and
- establish and operate a police learning system support service in areas such as educational technology, distance learning, education of police educators, organizational learning, performance appraisal, and career planning systems.